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ABSTRACT

Local governments are on the front line of responsibility for the welfare of children and families. Increased city efforts and collaboration on behalf of children and families were found by this survey of 780 cities conducted by the National League of Cities (NLC) during 1995. The survey found that nearly two out of three cities are involved in each of the 34 areas of involvement examined. The chapters of this report are: (1) "Introduction" on how the survey was conducted; (2) "The Most Pressing Needs of Children and Families" citing child care as the top concern, with family stability, before- and after-school programs, and housing affordability also listed as pressing needs; (3) "Current Municipal Involvement in Issues Affecting Children and Families," finding the areas of community safety, recreation, neighborhood revitalization, delinquency/youth crime, housing affordability, gangs, and drug and alcohol abuse as main concerns; (4) "Financing Strategies"; (5) "Strengthening Communities through Collaboration," citing 73 percent of cities involved in collaborative activities to address needs of children and families, with partners including non-profit agencies, neighborhood and civic groups, and school superintendents; and (6) "The Current and Future Role of Municipal Government," including predictions by nearly half the responding cities that, in the future, meeting needs of children and families will be harder, eligibility rules will be stricter, and available funds will decrease. (BGC)

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Research Report on America's Cities

ED 394 715

CRITICAL NEEDS, CRITICAL CHOICES

A Survey on Children and Families in America's Cities

One of a series of Research Reports on major empirical studies of conditions and policies in America's municipalities.

NATIONAL LEAGUE OF CITIES

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CRITICAL NEEDS, CRITICAL CHOICES

A Survey on Children and Families in America's Cities

By

Judith Meyers and John E. Kyle

Children and Families in Cities Program
Center for Research and Program Development
National League of Cities

March 1996

A Research Report of the National League of Cities

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PREFACE

We are pleased to present *Critical Needs, Critical Choices* to NLC's member cities and towns, to the state municipal leagues, and to all others who are concerned with America's children and families and the future of the nation's cities and towns.

This report is based on an analysis of survey responses from 780 cities — probably the largest and most in-depth accumulation of information ever assembled on children and families in America's cities. The survey was conducted between September and November 1995 with support from the Ford Foundation and from the Annie E. Casey Foundation. This research, analysis, and writing project was carried out by NLC's Program on Children and Families in Cities under the leadership of John E. Kyle, Program Director.

Carrying out this survey is part of NLC's commitment to issues affecting youth, education, and families. This commitment is led by the ongoing support of the Board of Directors and is demonstrated by actions and policies in every NLC activity center. These include, for example, participation with other national organizations in the Local Collaboration for Children and Youth and our implementation of the biennial Your City's Families Conference.

The 1995 survey follows a similar one completed in 1988, as reported in *Our Future and Our Only Hope*. That survey produced findings that gained widespread public attention and that buttressed policy and program directions both for the National League of Cities organizationally and for the thousands of cities and towns we represent. These new and significant findings will:

- inform and influence the nation's discussions about children and families;
- mobilize and guide municipal officials and community leaders across America;
- demonstrate the varied roles of America's cities and towns in addressing the needs of children and families;
- reinforce NLC's emphasis on the interconnection between the success of communities and the success of the families who live in them; and
- strengthen the capacity of NLC and its Children and Families in Cities Program.

This report and the data from which it grows present many useful ideas, perceptions, and motivations from cities and towns all across America. We are impressed with the attention and time that municipal officials and community leaders are devoting to issues and conditions affecting children and families. We intend for this new report to add encouragement both to those already hard at work and to those who are just beginning to see these needs in a local context.

Donald J. Borut
Executive Director
National League of Cities

William R. Barnes
Director
Center for Research and Program Development
National League of Cities

ACKNOWLEDGMENTS

This report is the result of contributions from many individuals.

First and foremost among these are the 780 respondents to the 1995 survey on children and families in cities. These 780 individuals each contributed significant time and effort in putting together the best response possible to assist this research effort. There would be no report without the assistance of these 780 individuals and their colleagues.

Judith Meyers collaborated with me in carrying out this research project. She has been a focused, talented, and dependable contributor. She participated in designing survey questions, in raising issues, in crafting tables, and in writing text to put our message forward. Her expertise is rivaled by her pleasant manner which helped to get us from the beginning to the end, all in one piece.

Judy and I had the job of writing, but we asked for and received commentaries on various drafts from many helpful, objective reviewers. They included Bonnie Armstrong (Pasadena, CA); Charles Bruner (Child and Family Policy Center, Des Moines, IA); Susan Hamblin (Alderman, City of Madison, WI); Jane Knitzer (National Center for Children in Poverty, New York, NY); Larry Ledebur (College of Urban Affairs, Cleveland State University, Cleveland, OH); Beth Miller (School-Age Child Care Project, Wellesley College, Wellesley, MA); Nancy Noble (Child Care Coordinator, City of Irvine, CA); Clint Page (Mendham, NJ); Lawrence Schweinhart (High/Scope Educational Research Foundation, Ypsilanti, MI); Susan Williams (Councilor, City of Indianapolis, IN); John Wilson (Washington, DC); and Billie Young (Manager of Child Development Programs, City of Seattle, WA).

NLC staff who contributed ideas, commentary, and support included Denise Baker, Bill Barnes, Bruce Calvin, Phyllis Furdell, Hope Hayes, Mary Margaret Larmouth, David Meyer, Doug Peterson, and Patricia Reichler. Their many suggestions and opinions gave us the opportunity and the challenge to conduct a better survey and to write a better report.

Three municipal officials tested the survey form when it was in rough draft: Steve Brock (Assistant City Manager, Farmington Hills, MI); Dick Guthrie (Human Services Manager, Claremont, CA); and Colleen Moriarty (Director, Youth Coordinating Board, Minneapolis, MN). Their insights helped to improve the final instrument, and, therefore, the success we have had in getting useful answers to important questions.

Herb Green, NLC's Research Manager, provided assistance and consultation at many steps along the way.

Susan Teetz of NLC's Center for Public Affairs provided graphics and layout for this report with care and skill.

The University of North Carolina at Charlotte provided data entry and coding services. Led by Steve Coppola, the Urban Institute staff there was ever supportive and forthcoming with as many runs of data that we needed.

Our appreciation goes to the Ford Foundation and to the Annie E. Casey Foundation for providing grants in support of this research effort.

Thanks one and all.

John E. Kyle
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National League of Cities

CRITICAL NEEDS, CRITICAL CHOICES: A SURVEY ON CHILDREN AND FAMILIES IN AMERICA'S CITIES

by Judith Meyers and John E. Kyle
National League of Cities

March 1996

EXECUTIVE SUMMARY

Every municipality — from the largest city to the sprawling suburb to the smallest town — has a direct, vested interest in children, families, and communities. Local governments are the front line of responsibility for the well-being of children, families, and communities — and therefore our nation. The futures of families and communities are interdependent.

Critical Needs, Critical Choices reflects the rich findings on children and families from a broad survey of cities and towns of all sizes. The survey was mailed to mayors in the fall of 1995, with the request that it be completed by the person(s) — elected, appointed, or civil service — most knowledgeable about city hall interest and involvement in issues concerning children and families. This survey follows up on the 1988 survey concerning children and families in cities. The report of that survey, *Our Future and Our Only Hope*, reflected perceptions about the needs of children and families in 390 of America's cities and towns. The findings in *Critical Needs, Critical Choices* are based on the perceptions contained in survey results from 780 cities across the United States.

In city or suburb, small town or large metropolitan area, these are not easy times for local governments to respond to and resolve the needs of children and families in their municipalities, at the very time they are facing increased responsibility for addressing these needs.

Highlights from 1995 survey on children and families in America's cities:

- Nearly every responding city is involved with issues, programs, or policies affecting children and families.
- Child care tops the list of needs for city children.
- Attention to delinquency and other risky behaviors is seen as the most pressing need for 14 to 18 year olds.
- Family stability is consistently listed as a top need.
- 57 percent of the responding municipalities indicate they spent more or much more in 1995 on issues affecting children and families, than five years ago.
- More than half the respondents believe that meeting the needs of children and families in their cities will be harder, eligibility rules will be stricter, available funds will decrease, mandates on the city will increase, and training needs for the municipal work force will increase as the result of changes in federal and state roles, policies, or actions.
- At least 73 percent of cities participate in collaborative activities with schools, neighborhood groups, non-profit organizations, businesses, and/or individual citizens and parents, focusing on the needs of children and families.
- Declining municipal revenues and citizen resistance to new spending are the most frequently cited barriers to municipal involvement in addressing the needs of children and families.
- 32 percent of cities have a written policy concerning broad, overall issues affecting children and families, an increase of 28 percent over 1988 survey findings.

93.7 percent of cities are involved in some way in addressing issues, topics, and conditions affecting children and families.

Cities report that child care continues to be one of the most pressing needs for children and families in cities across America. This was true in the 1988 survey and remains in the forefront of concerns today.

- It is true for infants, toddlers, and preschoolers. Child care is listed as a pressing need for children from birth to 5 years old by 74 percent of all respondents.
- It is true for school-age children. For children from 6 through 9 years old, child care and before- and after-school programs together are seen as one of the most pressing needs by 92 percent of all respondents. Forty-four percent of respondents thought this to be true for children from 10 to 14.
- It is true for children from birth through age 14 in cities of all sizes, and in all regions of the United States.

The most pressing needs for low-income families are housing, employment, and child care. This was true regardless of the size of the city or region of the country, just as it was true in the 1988 survey. Clearly, the basic needs of shelter, a job, and child care to enable parents to work, come before anything else.

Child care, including before- and after-school care, and affordable housing are the top needs of middle-income families as well.

Family stability is consistently cited as a top concern for families by approximately 30 percent of the respondents in cities of all sizes.

The needs of single- and two-parent families are similar. Understandably, child care is seen as the most pressing concern for single-parent families, but the issues of family stability, employment, parent education, housing, and child care are the most often cited concerns for both groups.

Community safety and recreation are the two issues in which cities were most involved. Involvement in an issue was defined in the survey as (1) providing or funding direct services; (2) having dedicated city staff or a department; (3) having a commission or task force; and/or (4) playing a leadership, advocacy, or convening role.

- Neighborhood revitalization, delinquency/youth crime, housing affordability, drug and alcohol abuse, gangs, and before- and after-school programs follow as frequently mentioned issues of involvement.

- More than half of all cities responding report that they provide or fund direct services for recreation, community safety, neighborhood revitalization, delinquency/youth crime, housing, drug and alcohol abuse, programs for the elderly, and summer jobs for youth.

57 percent of all cities are spending more this year on issues affecting children and families, than five years ago. Only 7 percent are spending less.

- 80 percent of all cities use general municipal revenues to finance programs for children and families. Other financing mechanisms they report include fees for services (54 percent), impact fees (23 percent), bond issues (22 percent), and dedicated taxes (11 percent).

More than half the respondents predicted that meeting the need of children and families in their cities will be harder, eligibility rules will be stricter, available funds will decrease, federal and state mandates on cities will increase, and training need for the municipal workforce will increase as the result of changes in federal and state roles, policies, and actions.

- More than 40 percent thought the array of available services to address the needs of children and families would be less varied and the levels of service would decrease.

- The concerns about the future are most dramatic among the largest metropolitan areas. Of the 41 largest cities (70 percent of those above 300,000 population), a much greater proportion than for the group as a whole reported that meeting needs in their cities will be harder (88 percent), that eligibility rules will be stricter (75 percent), that levels of service will decrease (85 percent), that the lives of children and families will be worse (73 percent), and available funds will decrease (92 percent).

A majority of cities are involved in collaborative activities to benefit children and families.

- 73 percent sponsor, assist, or participate in a local commission, board, task force, or advisory group responsible for focusing broadly on children and families.

- Collaboration with school officials is seen as having the greatest impact in improving outcomes for children and families.

- Half the cities have one or more joint powers or inter-local agreements to address the needs of children and families; an additional 3 percent are considering such agreements.

Declining municipal revenues and citizen resistance to new spending were cited as the two most significant barriers to city government involvement in children and family issues.

- 66 percent of all responding cities reported declining municipal revenues as a major or moderate barrier.

- 57 percent reported citizen resistance to new spending as a major or moderate barrier.

32 percent of cities have a written policy that focuses broadly on children and families. Another 7 percent have one under consideration. These findings reflect a 28 percent increase since the last survey when only 25 percent reported such a policy and few were considering developing one.

To provide examples of what cities are doing to meet the needs of children and families, the report draws from hundreds of successful municipal activities, initiatives, or approaches that were submitted by the respondents.

Survey Methodology

In the fall of 1995, 780 cities and towns with populations of 10,000 or more responded to NLC's survey about the needs of children and families in cities, municipal government involvement in efforts to address those needs, collaborations by cities, financing options and strategies, and the current and future role of municipal governments in addressing the needs of children and families. This survey follows up on a similar survey carried out in 1988. *Our Future and Our Only Hope* reported on the responses from the 390 cities and towns responding to the 1988 survey.

The 1995 survey was sent to the mayors of 2,062 cities, including all cities above 50,000 in population and to the mayors of a representative sample of cities between 10,000 and 50,000 in population. The sample included all the direct member cities of the National League of Cities and all the cities that responded to the 1988 survey.

The study is part of NLC's Program on Children and Families in Cities. Supported by the Annie E. Casey Foundation and the Ford Foundation, the Program is carrying out multi-faceted efforts to mobilize community leaders and municipal officials in meeting the needs of children and families.

Chapter I
INTRODUCTION

"In recent years there has been a growing reaffirmation of the importance to children of parents who have the resources, knowledge, time, and maturity to raise them well. What is perhaps less well understood is that the capacity of families and the well-being of children are also inextricably linked to the well-being of the communities in which they live." (Doug Nelson, 1993 KIDS COUNT Data Book)

Every municipality — from the largest city to the sprawling suburb to the smallest town — has a direct, vested interest in children, families, and communities. Local governments are the front line of responsibility for the well-being of children, families, and communities — and therefore our nation. The futures of families and communities are interdependent. These are the conclusions reached by the National League of Cities (NLC), as published in *Families & Communities* in 1992, and used as the basis for the NLC Board's adoption of an ongoing commitment to youth, education, and families in 1994.

Critical Needs, Critical Choices reflects the rich findings on children and families from a broad new survey of cities and towns of all sizes. From these findings we learn what municipal officials see as the most pressing needs for children of all ages and their families, and how city governments are involved in addressing those needs. The survey responses identify more than 600 examples of successful municipal activities and initiatives, a sample of which are described in the report, along with examples of municipal financing or funding sources or techniques to support programs and initiatives for children and families.

The 1995 survey, with 780 responses, follows up on NLC's earlier survey concerning children and families in cities. The report on the 1988 survey, titled *Our Future and Our Only Hope*, reflected perceptions about the needs of, and municipal issues affecting, children and families in America's cities and towns based on the responses of 390 municipalities. That survey explored the most pressing needs of children and families in cities at the time; the level, methods, and varieties of city government involvement in these needs; and the barriers to greater involvement.

The most pressing needs of children and families seen in the 1988 survey were: first, child care for young children; then, attention to substance abuse by teenagers, schooling for all children, and affordable housing, particularly for low-income families. These were the problems of greatest concern in cities of every size and in every region of the country. City leaders saw their roles in solving these problems as increasing, and recognized that there would be no new resources available to help them fulfill these roles. Lack of money was seen as a major impediment to their addressing these concerns.

1995 Survey on Children and Families in Cities

The findings from the 1995 survey provide another look at these issues seven years later. These are not easy times for local governments. Cities, suburbs, small towns, large metropolitan areas all find it hard to respond to and resolve the needs of children and families in their municipalities, yet at the same time they are facing increased responsibility for addressing these needs.

The conditions for children and families have not improved since 1988. If anything, they are worse, as reflected in the increases in poverty rates for children, the share of families with children headed by a single mother, the rate of babies born at low birth weight, the number of teen age pregnancies, juvenile violent crime rates, and the number of children in foster care.

There is currently a great deal of debate about who is responsible for resolving the problems that beset children and families. Shifting political powers in Congress and state houses across the county have led to a re-examination of the roles of various levels of government as well as the responsibility of individuals and families. There is a move to cut traditional government-supported entitlements such as Medicaid and AFDC, and to shift responsibility from the federal government to state and local governments.

This report on the 1995 survey on children and families in America's cities is, therefore, timely. It looks at the roles and perceptions of city government at a time when local governments may have increasing responsibilities for serving the needs of children and families among its citizens. Because the local community touches most directly on the lives of families, municipal governments are in the best position of all the levels and units of government to identify and assess local needs and, therefore, can help foster environments that support families and children through their policies, practices, and programs. What can municipal governments do? What are they going to do to balance these increased responsibilities with limited resources and growing needs for services?

The report on the findings from the 1995 survey takes a special look at the issue of collaboration. It is increasingly recognized that the conditions of children and families cannot be addressed solely by one institution or one level of government. It is the business of public, for-profit, non-profit, and informal institutions, as well as individuals, to join

together and pool resources, both monetary and human, to create environments that support families in their ability to raise their children. The report explores who municipal government officials see as their most significant partners for collaboration, how they see their roles vis á vis other partners in addressing the needs of children and families, and which elements of collaboration they perceive as most essential to improving the lives of the children and families in their cities and towns.

In 1988, respondents cited funding issues as a major concern in addressing the needs of children and families. Anecdotal information from local officials and common portrayals in the news media support the notion that financial resources are either in short supply or without political support. Often, information about innovative financing and funding strategies is unavailable. Therefore, the current survey focused several questions on this kind of issue, including an open-ended question that produced descriptions of more than 400 examples of municipal funding and financing strategies and techniques, some of which are included in this report.

The following five chapters report on what 780 cities told us about:

- the most pressing needs of children and families (Chapter 2);
- current municipal involvement in issues related to children and families and the barriers to that involvement (Chapter 3);
- financing issues (Chapter 4);
- collaboration activities (Chapter 5); and
- the current and future role of municipal government (Chapter 6).

How the Survey Was Conducted

The purposes of the 1995 survey and this report are to (1) provide information to municipal officials and community leaders; (2) increase public understanding of municipal involvement and responsibility in issues affecting children and families; (3) spotlight key municipal concerns to policy makers, opinion leaders, and to the general public; (4) enable NLC to assist municipal officials and community leaders in developing and implementing appropriate policies and programs; and (5) compare 1995 responses, where feasible, with those from 1988.

During 1995, the staff of NLC's program on Children and Families in Cities, under the leadership of Program Director John E. Kyle, designed and implemented a study to survey municipal government interests, involvement, finances, and needs concerning issues, topics, and conditions affecting children and families. The survey centers around a list of

34 issues and/or conditions affecting children and families that were identified by local officials as important in determining and obtaining success for communities and for families. The 34 areas covered are listed in Table 1-1.

TABLE 1-1. List of Issues and/or Conditions Affecting Children and Families

Before & after school programs	Life-long learning
Child abuse & neglect	Mental health services
Child care	Mentoring of youth
Community safety	Neighborhood revitalization
Community organizing about family issues	Parenting education
Conflict resolution	Poverty
Delinquency/youth crime	Prenatal/well-baby care
Domestic violence	Public health
Drug & alcohol abuse	Recreation activities
Early childhood education	Respect for diversity
Education/public schooling	School-to-work programs
Employment for adults	School dropout issues
Family counseling	Services for the elderly
Family stability	Summer jobs for youth
Gangs	Teen sexual responsibility
Homeless shelters & services	Welfare reform
Housing affordability	Youth service opportunities

In September 1995, NLC sent a questionnaire to a sample of 2,062 U.S. cities and towns. The questionnaire was addressed to the mayor, who was asked to have it completed by the person — elected, appointed, or civil service — who could best respond to these issues on behalf of the municipality.

The sample included all cities above 50,000 in population and a representative sample of cities and towns with populations between 10,000 and 50,000. After the sample was drawn, some additions were made as necessary to ensure that the sample included all of NLC's direct member cities and all cities that responded to the 1988 survey. Responses were collected through November 1995. A total of 780 cities are included in the analysis of

data. Table 1-2 shows the response by region and size. NLC arranged for the responses to be collected, tabulated, and coded by the Urban Institute at the University of North Carolina at Charlotte, which also carried out data entry and data runs. Additional assistance has been received from NLC's Research Manager, Herbert Green.

Preliminary results were released during the NLC Congress of Cities in December 1995. Judith Meyers, a senior consultant to the National League of Cities, and John E. Kyle, NLC's Program Director for Children and Families in Cities, assisted with the analysis and wrote the preliminary results and this complete report of findings.

TABLE 1-2. Survey Responses by Region and City Size

Region	Size Group	Surveys Sent	Surveys Received
Northeast (includes Puerto Rico)	10,000-49,999	379	77
	50,000-99,999	83	32
	100,000-299,999	25	10
	300,000+	6	5
	Totals	493	124
South	10,000-49,999	432	139
	50,000-99,999	76	37
	100,000-299,999	47	37
	300,000+	23	15
	Totals	578	228
Midwest	10,000-49,999	464	161
	50,000-99,999	84	40
	100,000-299,999	27	22
	300,000+	13	9
	Totals	588	232
West	10,000-49,999	229	86
	50,000-99,999	106	56
	100,000-299,999	52	42
	300,000+	16	12
	Totals	403	196
Grand Totals		2062	780

TABLE 1-3. Survey Responses by Title	
Title	**Percent of Respondents**
Local elected officials and their assistants	17
City managers and their assistants	14
Human services directors	12
Parks and recreation directors	11
Youth services directors	10
Community & economic development staff	7.5
Police and public safety officials	4.5
Health staff	4
Administrative staff (unspecified)	4
Planning directors	3
Child care coordinators	2
Public relations staff	2
Finance staff	1.5
City clerks	1.5
Other	6

Chapter 2

THE MOST PRESSING NEEDS OF CHILDREN AND FAMILIES

From the list of 34 issues or conditions considered important to successful outcomes for children and families (See Table 1-1 for the list), survey respondents cited these as the ones with the most pressing need for attention: (1) child care, cited among the top three by 30 percent of all respondents; (2) family stability, cited by 25 percent; and (3) housing affordability, cited by 21 percent.

Respondents were asked to identify the three most pressing needs overall for children and families, as well as the needs for children in different age groups (ages 0-2; 3-5; 6-9; 10-14; 15-18), and for families from different income levels and family structures (low-, middle-, and high-income families with children; single- and two-parent families).

The Most Pressing Needs Overall

Child care was the number one concern. It was ranked as one of the three most pressing needs of children and families by 30 percent of all respondents – more often than any other item. This was the number one concern from the smallest to the largest of cities. Before- and after-school care, which is a form of child care, was listed by an additional 21 percent. Taken together, more than half of all cities responding reported some form of child care to be one of the greatest needs of children and families.

This result is not surprising given the dramatic increase in the numbers of mothers in the work force over the past thirty years. The U.S. Department of Labor says that as of 1993, 68 percent of married women with children were in the labor force, including 60 percent of mothers with children below age six, and 75 percent of mothers whose youngest children were between ages 6 and 17. The majority of mothers are working because of today's

economic conditions. The result is that more than 10 million children under the age of 6, including 5 million infants and toddlers, and 25 million children between the ages of 6 and 18 are in need of some type of care while their parents are working, according to a Carnegie Corporation task force.[1] With so many children in need of child care, communities are faced with concerns for the availability, quality, affordability, and accessibility of child care services.

Following child care, family stability was cited as the second most pressing issue, listed among the top three by 25 percent of all respondents to the survey. Again this is not surprising given that in both the 1994 and 1995 National League of Cities opinion surveys of municipal elected officials, 38 to 40 percent reported that family stability had worsened in their communities during the preceding year.[2] This concern clearly reflects the changing scene for children and families as indicated by recent census data and reported by the Center for the Study of Social Policy. With one out of two marriages ending in divorce, the share of families with children headed by a single mother steadily increasing to 26 percent of households with children, changes in the structure of the economy that make it increasingly difficult for young men, particularly from minority groups, to earn a wage that can support a family, and an increasing number of children living in poverty (22 percent in 1993), the stresses on families are of increasing concern for everyone.[3]

The next most frequently listed issue was housing affordability, cited by 21 percent of all respondents. Municipal officials have reason to raise housing as a significant concern. Nearly one out of every six children in the United States lived in overcrowded housing in 1990, with the number rising to well over half in some communities. Nearly 750,000 children live in homes that are so deteriorated that they lack complete plumbing or kitchen facilities.

As reported in the Annie E. Casey Foundation's *1994 KIDS COUNT Data Book*: "Children growing up without safe and adequate housing are likely to have a more difficult time becoming the independent, highly skilled, healthy, vigorous workers and parents we need to keep our economy strong and raise the next generation of Americans."[4]

Table 2-1 lists each of the 34 issues in descending order according to the percentage of respondents who listed the item as among the three with the most pressing need overall for children and families in their municipality.

TABLE 2-1. The Most Pressing Needs Overall* for Children and Families

Issue/Concern	Percent of Cities	Issue/Concern	Percent of Cities
Child care	30	Teen sexual responsibility	6
Family stability	25	Family counseling	5
Housing affordability	21	Mentoring of youth	4
Before & after school programs	21	Conflict resolution	3
Drug & alcohol abuse	19	Respect for diversity	3
Education/public schooling	18	Early childhood education	3
Delinquency/youth crime	17	Public health	3
Community safety	16	School-to-work programs	3
Employment for adults	14	Summer jobs for youth	3
Parenting education	12	Youth service opportunities	3
Poverty	12	Prenatal/well-baby care	2
Recreation activities	11	Welfare reform	2
Community organizing	10	Services for the elderly	2
Neighborhood revitalization	8	School dropout issues	1
Child abuse & neglect	7	Life-long learning	1
Gangs	6	Mental health services	1
Domestic violence	6	Homeless shelters & services	1

* Officials were asked to rank three topics with the most pressing need overall, using the topics, issues, and conditions listed in Table 1-1.

Most Pressing Needs from the Smallest to the Largest Cities

When we examine these results by city size, we see that there are some differences. Table 2-2 summarizes the overall needs that were cited by 20 percent or more of the respondents in cities of different sizes and for the group as a whole. As mentioned earlier, child care topped the list, regardless of the population of the city. In smaller cities, (less than 100,000 population), family stability was second. Although cited almost as frequently in cities from 100,000-300,000, community safety and education were listed as most pressing concerns more often.

In cities with populations of 300,000 and more, family stability was cited by 17 percent of respondents. Community safety was listed by 11 percent of respondents from cities under 50,000, and 17 percent from cities of 50,000-99,999. Education was listed by 17 percent of respondents from the smallest cities and 15 percent from cities of 50,000-99,999.

In the smallest cities (with populations under 50,000), drug and alcohol abuse is cited among the top concerns. The problem of substance abuse is cited much less often in the larger cities (i.e., 23 percent cited it in the smallest cities, compared to 13 percent of all respondents in cities of 50,000 and more, and only 5 percent in the very largest cities). In the larger cities with populations of 100,000 or more, community safety, and education/public schooling are among the most frequently cited concerns. In larger

TABLE 2-2. The Most Pressing Needs Overall for Children and Families, by City Size

10,000 - 49,999		50,000 - 99,999		100,000 - 299,999		300,000+		All Cities	
Need	**%**	**Need**	**%**	**Need**	**%**	**Need**	**%**	**Need**	**%**
child care	31	child care	28	child care	32	child care	38	child care	30
family stability	26	family stability	25	community safety	27	community safety	38	family stability	25
before & after school	23	housing affordability	24	education/public schooling	25	poverty	30	housing affordability	21
drug & alcohol abuse	23	before & after school	20	family stability	24	education/public schooling	25	before & after school	21
housing affordability	20			housing affordability	23				

metropolitan areas, the concern with community safety may be closely linked to, or subsume, that of substance abuse. The nature of the drug and alcohol abuse problems may be different in smaller communities. In the largest cities, where the concentrations of poverty are greatest, poverty is cited as one of the most pressing issues, although it is hard to separate the concerns of poverty from the many other issues listed. When respondents are limited to only three selections, poverty and community safety may be selected by the largest cities in lieu of concerns such as housing, family stability, and drug and alcohol abuse, which appear more frequently in the smaller cities.

Most Pressing Needs for Children from Birth through Eighteen

In addition to listing the topics with the most pressing need overall for children and families, the respondents were asked to select the three topics with the most pressing need for attention for children in different age groupings. Table 2-3 presents those results for cities of different sizes, including all items that were cited by 20 percent or more of the respondents.

TABLE 2-3. The Most Pressing Needs of Children by Age Group and City Size

City Population	Ages 0 - 2		Ages 3 - 5		Ages 6 - 9	
	Need	**%**	**Need**	**%**	**Need**	**%**
10,000 - 49,999	child care	72	child care	75	before & after school	62
	health care	57	early child education	53	family stability	35
	parent education	46	parent education	34	child care	27
	child abuse	33	child abuse	33	child abuse	25
	family stability	24	family stability	29	education & public schooling	25
					rec activities	21
50,000 - 99,999	child care	79	child care	76	before & after school	74
	health care	68	early child education	54	education & public schooling	35
	parent education	40	child abuse	33		
	child abuse	25	parent education	29	family stability	29
	family stability	24	family stability	26	child care	25
100,000 - 299,999	health care	75	child care	77	before & after school	68
	child care	69	early child education	60	education & public schooling	36
	parent education	44	child abuse	36		
	child abuse	37	family stability	34	family stability	36
	family stability	30	parent education	32	child care	23
300,000+	health care	78	child care	81	before & after school	71
	child care	73	early child education	71	education & public schooling	54
	parent education	46	parent education	44		
	poverty	29	child abuse	32	child care	24
	child abuse	27	family stability	24	family stability	24
ALL CITIES	child care	73	child care	76	before & after school	66
	health care	63	early child education	55	family stability	33
	parent education	44	child abuse	34	education & public schooling	30
	child abuse	31	parent education	33		
	family stability	25	family stability	29	child care	26
					child abuse	22

TABLE 2-3 (continued) The Most Pressing Needs of Children by Age Group and City Size

City Population	Ages 10 -14		Ages 15 - 18	
	Need	**%**	**Need**	**%**
10,000 - 49,999	before & after school	39	drug & alcohol abuse	40
	recreation activities	32	delinquency/youth crime	34
	delinquency/youth crime	31	teen sexual responsibility	29
	education & public schooling	26	summer jobs for youth	24
	drug & alcohol abuse	26	recreation activities	22
	family stablity	22		
	mentoring of youth	21		
50,000 - 99,999	before & after school	42	delinquency/youth crime	41
	recreation activities	36	teen sexual responsibility	32
	delinquency/youth crime	29	drug & alcohol abuse	31
	mentoring of youth	29	summer jobs for youth	27
	education & public schooling	27	gangs	25
			recreation activities	22
			school to work programs	21
			school dropout issues	20
100,000 - 299,999	before & after school	41	delinquency/youth crime	48
	delinquency/youth crime	37	summer jobs for youth	31
	education & public schooling	33	teen sexual responsibility	26
	recreation activities	23	school to work programs	26
	family stability	22	gangs	23
			drug & alcohol abuse	21
300,000+	before & after school	60	delinquency/youth crime	42
	education & public schooling	48	school to work programs	34
	recreation activities	33	school dropout issues	32
	delinquency/youth crime	25	summer jobs for youth	32
	mentoring of youth	23	teen sexual responsibility	29
			education & public schooling	22
ALL CITIES	before & after school	41	delinquency/youth crime	38
	recreation activities	32	drug & alcohol abuse	34
	delinquency/youth crime	31	teen sexual responsibility	30
	education & public schooling	28	summer jobs for youth	26
	drug & alcohol abuse	22	gangs	21
	mentoring of youth	22	recreation activities	21
	family stability	21		

The results, overall, indicate the following:

1. **Child care continues to be one of the most pressing needs for children from birth through their middle school years in the smallest cities of 10,000 on up to the largest metropolitan areas in all regions of the United States.** This was true in the 1988 survey, and remains so today.

    - It is especially true for infants, toddlers and preschoolers. Child care is listed as a pressing need for children birth through five years old by 74 percent of all respondents.

    - It is true for school age children from 6 through 9, for whom child care and before and after school programs together are listed as pressing needs by 92 percent of all respondents.

    - It is true for children from 10 through 14 where before and after school care and child care are listed by 44 percent of respondents.

    A survey respondent from Hays, Kansas, who is both a mayor and a child care provider, described some of the problems of child care: the lack of infant care; low pay for providers; lack of transportation for school-age children to family day care homes after school; and the threat of decreasing federal funding that may cause programs to close or to fail to meet regulations.

2. **For the nation's youngest children, child care and health care are the most pressing concerns.** As in the NLC 1988 survey, child care and health care dominate the list as the top two concerns for the youngest children (0 to 2 years old). This is true for cities of all sizes and in all regions of the country. In all but the smallest cities (where the percent listing health care is slightly smaller), more than two-thirds of respondents consistently list these issues among their top three. Parenting education was the third most common concern for this age group, across all cities, regardless of size or region of the country, followed by child abuse and neglect and family stability.

    There is a clear and consistent picture of the need for children to receive a healthy and safe start in life with consistent caregivers who understand and can meet their needs. Good prenatal and well-baby health care and nutrition, and good parenting skills are key components in strengthening families and significant factors in reducing the incidence of child abuse and neglect.

As observed by the survey respondent from Franklin, Indiana, a small city of 13,000: "First and foremost, for the health, wealth, emotional well-being, and aptitude requirements of our city's children and families, all of the immunization and nutrition programs which currently exist for the disadvantaged need to be continued and even expanded in the future."

3. **For preschoolers (3 to 5 years old), child care and early childhood education are the chief concerns.** Child care was the overriding concern for pre-schoolers, cited by more than three quarters of the respondents in cities of all sizes, and in all regions. Early childhood education was the next most often cited concern, cited by well over half the respondents in all categories of cities. Child abuse and neglect, parenting education, and family stability consistently appeared as the next three areas of need, regardless of city size, cited by more than 25 percent of all respondents. The needs of this group are not much different from those of younger children, with the marked exception that early education replaces health care as a top need.

   Child care and preschool education are both important to the healthy development of young children. As of 1990, 55 percent of low-income children aged three to five were enrolled in a school, child care center, or Head Start program, and 40 percent of all 3- to 5-year-olds were in some form of group care or preschool program, according to Phillips & Crowell.[5] Research shows that attendance at high-quality preschool programs has long-term benefits for children. The benefits appear true for children attending part-day preschool programs, child care, and longer-term interventions for younger children. The benefits, according to the Center for the Future of Children, include gains in intelligence, language proficiency, and social behavior; achievement in reading and math; and longer-term reductions in grade retention and assignment to special education, high school graduation, and engaging in delinquent behavior.[6]

4. **For young school-age children (6 to 9 years old), before- and after-school programming was the overwhelming need, cited by two-thirds of respondents in cities of all sizes, and in all regions of the country. When responses for child care, listed as a separate item, are added, the child care needs for this age group, when not in school, are cited as a pressing concern by 92 percent of respondents.** The two other predominant needs, cited by 30 percent or more of respondents, are family stability and education, though there was some variation in response by city size. Education was cited least often as a pressing concern in the smallest cities (under 50,000) where concerns about child abuse and recreation were cited nearly as often. In the largest metropolitan areas, education was cited by more than half of the respondents. There was little variation by region. These findings are consistent with those of the last survey.

5. **For early adolescents (10 to 14 years old), the top concern in cities of all sizes and in all regions, continues to be before- and after-school care, but the problems of adolescence start to appear; delinquency, recreation, and education are cited by more than 25 percent of respondents.** Mentoring youth, substance abuse, and family stability are also on the list. Education again shows up most frequently in the largest cities (300,000 and over); close to half list it among the top three concerns, a much larger proportion than in the smaller cities, where the proportion is closer to one fourth. These findings are quite different from the last survey, where substance abuse prevention appeared as the number one concern. In this survey, drug and alcohol abuse was fifth, and did not appear among the top five for city groupings of any size except the very smallest cities.

   The pressing needs of this age group are highlighted in *Great Transitions*[7], a report recently released by the Carnegie Council on Adolescent Development: "Early adolescence, encompassing the sexual awakenings of puberty as well as new social and educational demands, is an age of particular vulnerability. Barely out of childhood, young people ages ten to fourteen are today experiencing more freedom, autonomy, and choice than ever at a time when they still need special nurturing, protection, and guidance. Without the sustained involvement of parents and other adults in safeguarding their welfare, young adolescents are at risk of harming themselves and others."

6. **The most pressing concerns for cities' older teenagers (15 to 18 years old) are a mix of issues. Some are related to the high risk behaviors of adolescents including delinquency and youth crime, drug and alcohol abuse, teen sexual responsibility, and gangs. Others relate to the need for positive experiences and skill development to help prepare them for the adult world as indicated by the listing of summer jobs, school-to-work, school dropout, and recreation.** Delinquency tops the list in all but the very smallest cities, where it is second only to drug and alcohol abuse. In the larger cities, school-to-work, summer jobs for youth, and school dropouts are seen as being as much if not more a concern than the problems of teen sexual responsibility, gangs, and substance abuse. This is especially true in the largest of cities (over 300,000). It is interesting to note that in small cities and towns of under 50,000, substance abuse is the pressing concern listed most often, by 41 percent of respondents, while in the largest cities, (100,000 and over), it is listed by only 18 percent of those surveyed.

There was some regional variation for this group, particularly in the West, where gangs were listed by more than a third of respondents (35 percent), second only to delinquency (39 percent). Overall, gangs were listed as a concern by 21 percent of respondents, with little variation by city size.

The list of concerns for this age group has changed little since the last survey, though the order has changed. In the 1988 survey findings, drop-out prevention, substance abuse prevention, and teen pregnancy prevention were listed much more often than juvenile justice concerns, a category that included both delinquency prevention and gangs. These findings are consistent with NLC's recently released report, *The State of America's Cities: The Twelfth Annual Opinion Survey of Municipal Elected Officials*, which found that youth crime, gangs, drugs, and teen pregnancy were reported as four of the six most deteriorated conditions in the last five years and youth crime, drugs, and gangs were seen as among the most important conditions to address in the next two years.[8]

In looking at the findings as a whole, it appears that consensus is greatest about the needs of the earliest years of childhood, where over half of the respondents agree that child care, health care, and early childhood education are the most pressing needs. Beyond that, the responses are more diverse, although for each age group there is a mix of concerns about at-risk behaviors and programmatic interventions that support the healthy development of children.

Concerns for Families

City officials cannot consider the needs of children separately from the needs and concerns of their families. NLC's 1992 Futures Report, *Families & Communities,* listed the five core functions of families:

- providing a healthy and secure environment
- caring for each generation
- transmitting values
- meeting economic needs
- establishing social networks

Parents are central in shaping the foundation for the development of children. Growing up in a caring, supportive family with one or two dependable adults whose child-rearing practices are positive and appropriate is a basic condition for healthy child development. Changes in economic and social conditions from a generation ago, including declining economic opportunities and stability, increases in divorce, single-parent families, and two-worker families, increase the stress on families and challenge their ability to provide the basic needs along with the nurturance, structure, supervision, and guidance that children and adolescents need. Many of the concerns for children noted above are family concerns, particularly in regard to the needs of younger children; each one of the pressing needs cited has to do with parent and child interactions. It is not surprising that the concern about family stability is a thread that runs throughout the survey responses.

Just as children live in families, families live in communities. Community conditions that support the ability of families to fulfill their functions are important. "The issue for City Hall," the NLC report said,"...is not how to find money for social services, nor is it family values. The challenge is how to value families. The immediate need is to examine activities and services to see how they affect family life and community-building, and then to alter municipal actions, as needed, so that their effects on family and community are more positive.... Governments can help families by supporting community conditions that help families successfully perform their functions."[9]

This 1995 survey asked municipal officials what they perceived to be the most pressing issues facing families in their communities. From the same list of 34 issues and conditions described earlier (Table 1-1), the survey asked them to identify the three with the most pressing need for attention in their city for low-, middle-, and high-income families with children, and for single- and two-parent families. (Although we recognize that income and family structure are related, as households headed by single mothers are much more likely to be poor, for the purposes of this survey they were treated independently.)

The findings are summarized in Table 2-4 for different income levels and Table 2-5 for single- or two-parent families. Each table lists those needs that were cited by 20 percent or more of the respondents.

TABLE 2-4. The Needs of Families by Income and City Size

City Population	Low Income		Middle Income		High Income	
	Need	**%**	**Need**	**%**	**Need**	**%**
10,000 - 49,999	housing affordability	44	family stability	29	family stability	30
	employment for adults	38	child care	25	recreation activities	26
	poverty	29	before & after school	21	drug/alcohol abuse	25
	child care	28	education & public school	21	education & public school	24
	family stability	20	recreation activities	20	community safety	24
50,000 - 99,999	housing affordability	48	family stability	29	family stability	31
	employment for adults	44	education & public school	27	education & public school	29
	poverty	33	housing affordability	26	community safety	27
	child care	33	child care	26	respect for diversity	24
			community safety	22	recreation activities	23
			before & after school	21		
100,000 - 299,999	housing affordability	57	education & public school	37	community safety	45
	employment for adults	47	community safety	33	education & public school	38
	child care	38	family stability	30	family stability	27
	poverty	33	child care	29	parenting education	23
			before & after school	23		
300,000+	employment for adults	53	community safety	36	family stability	46
	housing affordability	45	family stability	33	community safety	43
	poverty	43	education & public school	31	education & public school	22
	child care	35	child care	28	drug/alcohol abuse	22
	community safety	30	housing affordability	26		
	family stability	20				
ALL CITIES	housing affordability	47	family stability	29	family stability	31
	employment for adults	42	child care	26	community safety	29
	poverty	31	education & public school	25	education & public school	27
	child care	31	before & after school	21	recreation activities	24
			housing affordability	20	drug/alcohol abuse	23

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These findings tell us the following about the needs of our cities' families:

The Needs of Low-, Medium-, and High-Income Families

1. **Municipal officials say the most pressing needs for low-income families are housing, employment, and child care.** This was true regardless of the size of city or region of the country, and it was true in the 1988 survey as well. Clearly, the basic needs of shelter and a job, and the need for child care to enable parents to work, come before anything else. In the largest cities, community safety and family stability are also cited as pressing issues.

2. **For middle-class families, child care, including before- and after-school care, as well as affordable housing, are concerns along with family stability and education.** It often takes two working parents to maintain a middle-class income and the costs of both child care and housing are consuming a larger portion of family incomes. Family stability and community safety are no longer just a concern in the largest cities but surface in medium-size cities as well. Family stability is cited as a concern for approximately 30 percent of the respondents in cities of all sizes. Concerns about education also show up consistently; they are cited more often in mid-size and large cities than in smaller ones.

3. **Among high-income families, family stability, community safety, and public schooling are the top concerns overall, and in all city groupings over 50,000.** For the smallest cities, however, recreation and drug and alcohol abuse follow family stability as the most pressing concerns. In families where the basic necessities are not an issue, community conditions move to the fore. These families can afford to attend to the quality of their schools, the safety of their neighborhoods, and recreational opportunities for their children. (Education is perceived by only 6 percent of the responding municipal officials as one of the three pressing concern for low-income families.) Although families may be economically more secure, it is clear there is still a concern about the stability of the family, suggesting that more than money underlies the general concern for how families are sustaining their ability to perform their central functions.

4. **There were some regional differences for middle- and high-income families.** Drug and alcohol abuse is among the top concerns for both middle- and high-income families in the Northeast, and recreation appears as a top concern for both groups in the Midwest and Southern regions of the country. Family stability, community safety, and education were common concerns across regions.

TABLE 2-5. Needs of Single- and Two-Parent Families by City Size

City Population	Single-Parent Families		Two-Parent Families	
	Need	%	Need	%
10 - 49,999	child care	45	family stability	43
	housing affordability	35	parent education	28
	parent education	35	child care	22
	family stability	32	housing affordability	21
	before & after school	24	employment for adults	20
	employment for adults	23	community organizing	20
50 - 99,999	child care	47	family stability	42
	housing affordability	39	housing affordability	32
	employment for adults	38	employment for adults	30
	family stability	30	child care	29
	poverty	30	parent education	24
	parent education	24		
100 - 299,999	child care	54	family stability	50
	housing affordability	41	employment for adults	34
	employment for adults	36	parent education	31
	parent education	35	housing affordability	27
	poverty	34	child care	25
	family stability	25		
300,000+	child care	54	employment for adults	44
	poverty	54	child care	33
	employment for adults	49	family stability	33
	family stability	33	community safety	28
	housing affordability	28	before & after school	25
ALL CITIES	child care	48	family stability	43
	housing affordability	36	parent education	27
	parent education	31	employment for adults	26
	family stability	31	child care	24
	employment for adults	30	housing affordability	24
	poverty	26		
	before & after school	21		

The Needs of Single- and Two-Parent Families

1. **Child care heads the list of concerns for single-parent families**, according to the responding municipal officials. More than 45 percent of respondents listed child care as the top need for attention, from the smallest to the largest cities and in all regions of the country.

2. **Family stability again shows up as an important concern, for both single- and two-parent families, listed by 31 percent as a pressing concern for single-parent families, and 43 percent for two-parent families.** Parent education, child care, housing, and employment are other common concerns for both groups, although they are cited more often for single-parent families.

3. **Housing is an issue of significant concern, as it was in the last survey, especially for single-parent and low-income families.** It was cited in cities of all sizes by 47 percent of the respondents with regard to low-income families, and by more than a third of respondents in all but the largest cities with regard to single-parent families. It also was second in all regions but the Northeast, where it ranked fifth (28 percent).

4. **For two-parent families, family stability is cited most often as a pressing concern, by more than 40 percent of respondents, in all regions and in all cities except the very largest.** Employment was also among the most pressing concerns for two-parent families, most notably in the larger cities, but placing just behind child care as the fourth most often cited need in the smallest cities as well.

5. **The needs of single- and two-parent families are quite similar.** Understandably, child care is seen as the most pressing concern for single-parent families, but the issues of family stability, employment, parent education, housing, and child care are the most often cited concerns for both groups.

The findings on the needs of families are consistent with the findings of the 1988 survey. Housing, child care, and family support (parent education being a component of family support), were concerns for families then, as now. One notable difference is the absence of alcohol and drugs as among the current top concerns. It was reported as a significant concern in the 1988 survey. Employment for adults and community safety were not included as separate items in the last survey, so it cannot be said from the 1995 survey whether they were major concerns seven years ago.

In recognizing the significance of these conditions, municipalities are faced with determining their role and responsibility in creating, supporting, and sustaining them — how to respond effectively, how to join forces with others, and how to find the resources necessary to support this work. In the words of the survey respondent from Weymouth, Massachusetts, a city of 54,000: "The town currently has four major concerns: the rise in youth crime, drug and alcohol abuse, weakening of family stability, and lack of affordable housing. It would be a great step forward if new programs, resources, and funding are made available to address these urgent issues." These issues will be addressed in the chapters that follow.

Are Conditions for Children and Families Better or Worse?

The survey asked city officials to compare today's conditions for children and families to conditions five years ago. The responses, as portrayed in Tables 2-6 and 2-7, and Figure 2-1, indicate that a majority of city officials see conditions as about the same (38 percent) or better than before (35 percent), rather than worse (26 percent). This was true in cities of all sizes and in all regions of the country, although a larger portion of respondents in cities over 100,000 thought conditions were worse than in smaller cities (approximately one third versus one fourth of respondents), and a much larger proportion of respondents from the South saw conditions as better (46 percent) than in other parts of the country.

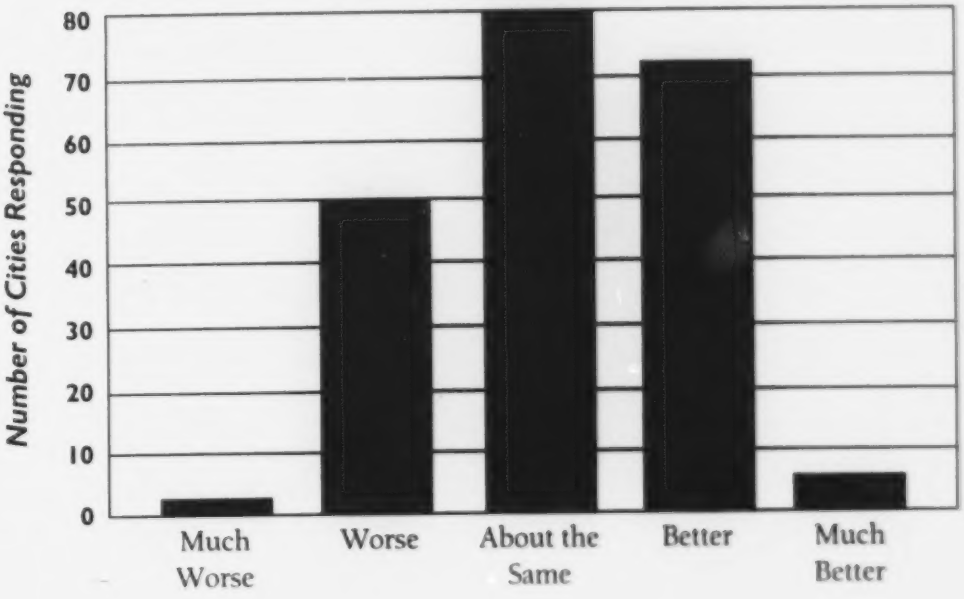
TABLE 2-6. Perceived Conditions for Children and Families Now as Compared to Five Years Ago by City Size

Conditions Compared to 5 Years Ago	Much Worse	Worse	About the Same	Better	Much Better
	%	%	%	%	%
10,000 - 49,999	2	23	39	35	2
50,000 - 99,999	1	26	37	33	4
100,000 - 299,999	1	34	35	30	1
300,000+	0	32	34	29	5
All Cities	1	25	38	33	2

TABLE 2-7. Perceived Conditions for Children and Families Now as Compared to Five Years Ago by Region

Conditions Compared to 5 Years Ago	Much Worse	Worse	About the Same	Better	Much Better
	%	%	%	%	%
Northeast	2	30	35	32	2
South	2	20	33	44	2
Midwest	1	22	44	30	3
West	1	32	39	26	3
All Cities	1	25	38	33	2

FIGURE 2-1. Perceived Conditions for Children and Families as Compared to Five Years Ago



Chapter 3

CURRENT MUNICIPAL INVOLVEMENT IN ISSUES AFFECTING CHILDREN AND FAMILIES

The degree of responsibility and involvement that cities have with regard to many of the issues and concerns of children and families varies widely. Some of the items listed in this survey are the purview of other sectors of government, including federal, state, or separately elected boards of education. Others are handled by the private and volunteer sectors of the community. We were interested in learning more about the extent to which municipalities directly involved themselves in these issues.

Program Areas of Involvement

The survey asked respondents to report the three areas, from the list of 34 issues or concerns (see Table 1-1), in which they were most involved in the past year. Those most frequently cited were:

Issue Area	Percent of Respondents Selecting
• community safety	49
• recreation	43
• neighborhood revitalization	26
• delinquency/youth crime	22
• housing affordability	19
• drug and alcohol abuse	17
• gangs	13
• before- and after-school programs	11

All other program areas were mentioned by less than 10 percent of the cities responding.

Most Frequent Areas of Involvement by Size of City

There was some variation in the frequency with which these areas were mentioned by cities of different sizes, although four were among the top six for cities of all sizes — community safety, neighborhood revitalization, delinquency, and housing. Table 3-1 lists all areas listed by more than 10 percent of the respondents as among their top three areas of involvement. Substance abuse activities were mentioned by respondents from 22 percent of the smallest cities (under 50,000), but much less often by those from the larger cities. In fact, for cities of 100,000 and over, it was listed by only 6 percent of respondents as among their top three areas of involvement. Dealing with the issue of gangs shows up as an area of involvement more frequently than drugs and alcohol abuse in cities from 50,000 to 300,000 in size. Recreation was listed as one of three areas of greatest involvement by 45 percent of cities under 300,000 but by only 8 percent of the largest cities. In those cities, summer youth jobs and homeless shelters and services took precedence. Both those topics were listed by less than 9 percent of the cities under 300,000.

TABLE 3-1. Topics, Issues in Which Municipal Governments are Most Involved, by City Size

10,000 - 49,999		50,000 - 99,999		100,000 - 299,999		300,000+	
Topic or Issue	**%**	**Topic or Issue**	**%**	**Topic or Issue**	**%**	**Topic or Issue**	**%**
Recreation activities	49	Community safety	48	Community safety	52	Community safety	65
Community safety	46	Recreation activities	38	Neighborhood revitalization	41	Neighborhood revitalization	50
Drug & alcohol abuse	22	Neighborhood revitalization	25	Recreation activities	36	Summer jobs for youth	23
Delinquency/youth crime	21	Delinquency/youth crime	23	Delinquency/youth crime	28	Delinquency/youth crime	20
Neighborhood revitalization	21	Housing affordability	22	Housing affordability	27	Homeless shelters/services	18
Housing affordability	17	Gangs	15	Gangs	14	Housing affordability	15
Gangs	11	Drug & alcohol abuse	14	Before & after school	12	Gangs	13
Before & after school	11	Education & public school	13				
		Before & after school	12				

Areas of Involvement by Region

The findings did not vary greatly by region of the country with a few exceptions. Community safety and recreation were the areas most frequently mentioned in all regions of the country. Housing appeared less frequently in the Northeast (13 percent) than in other regions of the country (19 to 22 percent), and involvement in drug and alcohol abuse issues appeared more frequently in the Northeast (27 percent) than in other regions (only 9 percent in the West, 16 percent in the South, and 21 percent in the Midwest). Involvement in the area of gangs was highest in the West (19 percent) as compared to other regions (2 to 16 percent).

Types of Involvement

The survey asked respondents to indicate whether their municipal government is involved in one or more specific types of activities related to the range of topics listed. These activities were described in the survey as follows:

- Provides and/or funds direct service
- City staff or department is in place
- Commission or task force exists
- Municipal officials lead, advocate, or convene

The specific ways in which city governments are involved in those eight programs most frequently cited (listed above), are summarized in Table 3-2. Over half the cities provide or fund direct services in the areas of recreation, neighborhood revitalization, delinquency, and drug and alcohol abuse. Recreation is clearly the area in which there is the most extensive involvement in each of the four types of activities. This finding is similar to that of the 1988 survey.

TABLE 3-2. Type of City Hall Involvement in Areas of Greatest Participation

Topics, Issues	Provide or Fund Direct Services	Have Staff or Department	Have Commission or Task Force	Lead, Advocate, or Convene	No Involvement
	%	%	%	%	%
Community safety	76	60	26	39	1
Recreation activities	80	63	38	39	3
Neighborhood revitalization	57	49	29	39	12
Delinquency/ youth crime	62	56	29	34	4
Housing affordability	46	46	32	35	18
Drug & alcohol abuse	52	37	29	31	15
Gangs	45	48	26	28	18
Before & after school	49	33	20	25	30

In many instances, cities were involved in these activities in more than one way. For each of the program areas listed except for drug and alcohol abuse, over 40 percent of cities were involved in two or more of the ways listed, and more than 25 percent were involved in three or more. Twenty-six percent of respondents indicated that they were involved in recreation in all four ways.

Extent of Involvement in Other Program Areas and Issues

In addition to the activities presented in Table 3-1, responses to the survey indicate that city governments are involved to some extent in each of the 34 issues listed. More than 20 percent of the cities provide or fund direct services in 27 of the 34 areas listed. At least 40 percent of respondents reported some activity related to each of the program areas with the exception of welfare reform, for which 70 percent of respondents cited no involvement.

The activities in which more than 20 percent of cities reported involvement, **in addition to those described above**, were as follows:

Provide or fund direct services:		
	services for the elderly	68 percent
	summer jobs for youth	53 percent
	domestic violence	47 percent
	youth service opportunities	38 percent
	public health	35 percent
	homeless shelters and services	34 percent
	child care	30 percent
	family counseling	30 percent
	mentoring of youth	30 percent
	early childhood education	28 percent
	child abuse and neglect	27 percent
	mental health services	27 percent
	parenting education	27 percent
	employment for adults	26 percent
	prenatal and well-baby care	25 percent
	conflict resolution	25 percent
	respect for diversity	23 percent
	education/public schooling	22 percent
	school-to-work programs	20 percent
Staffing:		
	services for the elderly	44 percent
	domestic violence	36 percent
	summer jobs for youth	35 percent
	youth service opportunities	31 percent
	public health	25 percent
	mentoring of youth	24 percent
	child abuse and neglect	22 percent
	conflict resolution	21 percent
	respect for diversity	21 percent
Commission or task force:		
	services for the elderly	36 percent
	respect for diversity	28 percent
	community organizing about family issues	26 percent
	youth service opportunities	25 percent
	mentoring of youth	21 percent
Lead, advocate, convene:		
	respect for diversity	35 percent
	youth service opportunities	33 percent
	services for the elderly	33 percent
	education/public schooling	31 percent
	community organizing about family issues	31 percent
	mentoring of youth	30 percent
	summer jobs for youth	29 percent
	domestic violence	28 percent
	homeless shelters and services	27 percent
	child abuse and neglect	25 percent
	conflict resolution	25 percent
	child care	24 percent
	school dropout issues	24 percent
	poverty	23 percent
	public health	23 percent
	school-to-work programs	23 percent
	employment for adults	22 percent
	early childhood education	22 percent
	family stability	22 percent

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Areas of Little or No Involvement

There were only two conditions or issues on the list of 34 for which fewer than 20 percent of the cities were involved in at least one of the four ways listed. These two were life-long learning and teen sexual responsibility. Possibly the result reflects the wording used in the survey; or, attention to these issues may be covered under other categories.

There were five other areas for which more than half of the cities reported that they had no involvement. These areas are family stability, prenatal and well-baby care, school dropouts, school-to-work programs, and welfare reform.

It is also interesting to note that 45 percent of the cities reported no involvement with child care, the issue cited overwhelmingly as the number one concern for children. As noted above, 30 percent of cities reported they provide or fund direct child care services but only 17 percent have staff, only 16 percent report having a commission or task force, and only 24 percent report their officials lead, advocate, or convene a group on child care. There is more extensive involvement in before- and after-school programming, as noted in Table 3-2. It is possible that involvement in child care is reflected in other program areas such as recreation, or employment for adults.

Formal Policy

In addition to involvement in individual program areas, respondents were asked to indicate whether their government was involved in broad or formal ways on issues for children and families. Results indicate that:

32 percent of cities have a written policy that focuses broadly on children and families, and another 7 percent are considering one, an increase of 28 percent since the last survey, when only 25 percent reported such a policy in place and few were considering developing one. The larger the population group, the more likely was this to be true. Forty percent of cities between 50,000 and 300,000, and 54 percent of the largest cities have such policies. In terms of regional variations, respondents from the West indicated that while 35 percent have a formal policy, another 15 percent had one under consideration, far more than any other region.

Barriers to City Hall Involvement in Issues Affecting Children and Families

The survey asked how significant a barrier each of the following 17 potential barriers were to city government's involvement in children and family issues.

- Problem tackled sufficiently by others
- Lack of information on need
- Lack of information on what to do
- Lack of political support
- Fragmented effort within city government
- Declining municipal revenues
- Children/families are low priority within municipal government
- City fiscal crisis, distress, or emergency
- Citizen resistance to city involvement
- Fragmented effort between city government and outside groups
- Citizen resistance to new spending
- Inability to obtain consensus
- Poorly coordinated resources (e.g., funds, space, personnel)
- Ineffective communication among parties
- Legal or constitutional limitations
- Lack of shared responsibility (turf issues)
- Physical location ("Not in My Back Yard")

Results indicate that two stand out above all others: declining municipal revenues and citizen resistance to new spending.

- Declining municipal revenues was cited as a major or moderate barrier by 66 percent of all cities. Sixty-three percent of the smaller cities (less than 100,000), 82 percent of the larger cities (100-299,999), and 72 percent of the largest cities cited it as a major barrier.

- Citizen resistance to new spending was cited as a major or moderate barrier by 57 percent of all cities, including 58 percent of all cities under 300,000, and 40 percent of the largest cities.

The other barriers cited as major or moderate by more than one in three respondents were:

Barriers	Percent
Physical location ("Not in my back yard" syndrome)	37
Lack of shared responsibility (turf issues)	36
Lack of political support	34
City fiscal crisis, distress or emergency	34
Lack of information on what to do	33

The first three of these were perceived as barriers by more than a third of respondents in cities of all sizes. Lack of information on need and problem tackled sufficiently by others was rated as a more significant barrier in cities under 50,000 than in the larger cities. Lack of shared responsibility and fragmented efforts between city government and outside groups were much more significant concerns in the largest cities, second after declining municipal revenues. (See Table 3-3 for information on the percentage of cities rating each

TABLE 3-3. Percent of cities rating Barriers to Government Involvement in Children and Family Issues as Major or Moderate by City Size

Barrier	10,000 - 49,999	50,000 - 99,999	100,000 - 299,999	300,000+	All Cities
	%	%	%	%	%
Declining municipal revenues	63	63	82	72	66
Citizen resistance to new spending	56	59	63	41	57
Physical location	35	40	37	40	37
Lack of shared responsibility	34	36	40	53	36
Lack of political support	34	34	33	34	34
City fiscal crisis, distress or emergency	30	40	46	33	34
Lack of information on what to do	39	31	23	15	33
Fragmented effort between city government and others	26	34	45	53	32
Lack of information on need	36	29	18	18	31
Ineffective communication	31	27	33	43	31
Inability to obtain consensus	32	23	36	24	30
Poorly coordinated resources	32	29	25	32	30
Problem tackled sufficiently by others	35	24	22	25	30
Low priority in city government	28	27	26	29	28
Fragmented effort within city government	24	28	36	35	27
Legal/constitutional limits	23	20	22	31	22
Citizen resistance to city involvement	22	18	20	16	20

of the barriers to city hall involvement as major or moderate, by city size. The items are listed in descending from highest to lowest percentage of all cities rating the barrier as a major or moderate one.)

Items cited as "**not** a barrier" by more than half of all respondents included:

- Problem tackled sufficiently by others
- Children/families are low priority within municipal government
- Citizen resistance to city involvement
- Legal or constitutional limitations

Regional Findings The major regional difference on perceptions of barriers to city hall involvement in children and family issues relates to dollars. The fiscal environment appears to be more of a factor in the Northeast than in the South and Midwest. While declining municipal revenues was the most significant barrier in all regions, it was more so in the Northeast and West, where 79 percent of respondents in the Northeast and 71 percent in the West ranked it as a major or moderate barrier, compared to 60 percent in the South and Midwest. The pattern was similar for the item "city fiscal crisis, distress or emergency." Forty-eight percent of respondents in the Northeast and 44 percent in the West rated it as a major or moderate barrier as compared to 25 percent in the South and 28 percent in the Midwest. Otherwise, findings were similar across regions.

Lack of available funding continues to be the major impediment to increased involvement in family and children issues. This was the greatest barrier cited in the last survey, and clearly little has changed to remediate the circumstances in cities large and small.

The current emphasis on collaboration appears to be important in addressing the problems in larger cities where fragmentation and poor communication both within city government and between municipal government and others are common barriers. The finding that citizen resistance to city involvement in children and family issues is one of the ***least*** significant concerns and citizen resistance to new spending is among the ***most*** significant, suggests that efforts to engage the public in working towards no-cost or low-cost solutions, such as increasing volunteerism and making more effective use of existing resources to improve outcomes, would be helpful in all cities.

Specific Examples of Municipal Programs for Children

Respondents were asked to provide an example of a municipal government activity, initiative or approach that has been especially successful in addressing the needs of children and families in their city or town. These examples cover a wide range of activities and provide a rich array of interventions. Brief descriptions of a few of these interventions from cities of various sizes are highlighted here.

Programs for Young Children (0 to 5 years old)

- **Wilmette, Illinois** (population - 27,000) - The city has a child care sub-committee, an ad hoc committee of the Wilmette Youth Commission, that instigated, facilitated, participated in designing, and is currently involved in implementing a child care program and before- and after-school programs, both run by the Wilmette school and park districts. **CONTACT:** Nancy Canafax, Chair, Wilmette Youth Commission, 1200 Wilmette Avenue, Wilmette, IL 60091; 708/251-2700.

- **Biloxi, Mississippi** (46,000) - The Moore Community House Day Care is a collaborative effort between the city, the Biloxi Housing Authority, private, non-profit groups, and neighborhood residents. The city provides funds toward the operating costs. All participants in this program must be enrolled in school, working, or in a job training program. **CONTACT:** Carol Burnett, Executive Director, 406 Davis Street, Biloxi, MS 39530; 601/436-3741.

- **Bloomington, Indiana** (61,000) - In cooperation with the Family Service Association and Step Ahead Council, the city planned and implemented a conference on parenting. The conference received rave reviews from the 125 participants, and they plan to make this an annual event. **CONTACT:** Denise Abel, Director, Child Care Services, Human Resources Department, P.O. Box 100, Bloomington, IN 47402; 812/349-3430.

- **Somerville, Massachusetts** (76,000) - The Somerville Council for Children holds Supper Hour Workshops to help address poverty by providing a free community-style supper 2 times per month, followed by a lecture/discussion by a child psychologist. The workshops also help to address parent education, child abuse prevention, and neighborhood involvement. **CONTACT:** Bonny Carroll, Director, Council for Children, 167 Holland Street, Somerville, MA 02144; 617/625-6600, ext. 2400.

- **Boulder, Colorado** (83,000) - Through a partnership of the city, schools, families, and community agencies, 8 of the city's 11 elementary schools are Family Resource Schools that address a range of family needs. A family outreach coordinator provides direct services to families, including case management, intake and referral, and emergency services. Other services, such as family counseling, health/wellness, before- and after-school care, and parent education, are provided via contracts with community agencies. The programs are funded by the city's Human Services Fund from dedicated sales tax (37 percent), the Community Development Block Grant (CDBG) (37 percent), and the Boulder Valley School District (26 percent). The city provides all management and administrative functions. **CONTACT:** Bruce Swinehart, Director, Children, Youth, and Families Division, P.O. Box 791, Boulder, CO 80306; 303/441-3542.

- **Anchorage, Alaska** (226,000) provides public health nurse home visits for health assessment, intervention, evaluation, education and referral to high risk groups, such as pregnant women, teenagers, infants of substance abusing mothers, pre-term infants, special needs children, abused and neglected children. "Our successes are seen when children are not readmitted to a hospital, the pregnancy outcome is positive and there is no DFYS involvement." Immunizations are provided through walk-in clinics and well-child clinics. Immunization percentages for age 19-27 months increased from 48.1 percent in 1993 to 88.2 percent in 1995. **CONTACT:** Carole McConnell, Program Manager, Maternal & Child Health, P.O. Box 196650, Anchorage, AK 99519-6650; 907/343-6128.

- **San Diego, California** (1,111,000) - The city child care coordinator has streamlined zoning for child care center development. Collaborations have been formed with the Head Start program and with non-profit and for-profit employers to add 20 child care centers in the community in the past 5 years. **CONTACT:** Deb Ferrin, Child Care Coordinator, 1200 Third Avenue, Suite 924, San Diego, CA 92101; 619/236-6473.

Programs for Young School-Age Children (6 to 9 years old)

"School-age children need supervision and guidance by nurturing adults in the after-school hours. They need protection from abuse, neglect, unsafe surroundings, loneliness and boredom (respondent from Columbus, Georgia)."

- **Logan, Utah** (33,000) - Community Youth/After-School Program was organized through the Parks & Recreation Department. The program consists of two components in various elementary schools in Logan. Each age group (grades 1-2 & 3-5) has tutoring and homework at the school facility starting right after school. The cost is free. **CONTACT:** Donalea Linford, Community Youth Coordinator, 195 South 100 West, Logan, UT 84321; 801/750-9877.

- **Sierra Vista, Arizona** (33,000) - Kid's Wonderful Opportunities in Recreation & Leisure Development (Kid's World) is a before- and after-school safe key program that provides children of the community with a place to go while their parents are working. **CONTACT:** Anndrea L. Blackshear, Superintendent of Leisure Services, 1011 N. Coronado Drive, Sierra Vista, AZ 85635; 520/458-7922.

- **Duncanville, Texas** (36,000) - The Success Through Accepting Responsibility (STAR) program is operated jointly in the elementary, intermediate and middle schools by the school district and the police department. The program is aimed at fostering respect and responsibility in students while creating positive school and community environments. The acronym STAR is also a reminder of that decision-making process - Stop, Think, Act, Review. Each month a new theme, such as "Be Responsible" is introduced to reinforce the goals. The students who best represent those characteristics receive t-shirts. **CONTACT:** Leslie Flanery, Coordinator of Intervention Services, Duncanville ISD, 502 E. Freeman, Duncanville, TX 75116; 214/709-2961.

- **Schaumburg, Illinois** (69,000) - The Kids' After-School Program (KASPER) is provided by the city in collaboration with the school district, park district, and local YMCA. The program offers affordable child care for grade school children before and after school, on holidays, and during the summer. **CONTACT:** duRee Bryant, Supervisor of Social Services, 217 S. Civic Drive, Schaumburg, IL 60193; 708/529-1505.

- **Columbus, Georgia** (169,000) - The Parks & Recreation Department's superintendent of community education supervises an after-school child care program. The school system provides space, nutritious snacks, and custodial services. The workers are city employees. This program was the result of a needs assessment by a neutral party and community-based task force. **CONTACT:** Stephanie Thomas, Community Schools Superintendent, Parks & Recreation Department, Government Center, Columbus, GA 31902-1340; 706/571-4785.

- **Philadelphia, Pennsylvania** (1,586,000) - "The future of Philadelphia is linked to the city's approximately 400,000 children and their families." The city continues to develop additional Youth Access Centers which use the approach of reaching children where they are, by increasing recreational programs and then incorporating health, human services, and educational services as part of the total program. The programs are targeted primarily toward teens, but are designed for all generations, and are blended into recreational, sports, and cultural programming. Youth Access Centers have seven-days-a-week operation to make it possible for youth to avail themselves of a variety of services. **CONTACT:** Joan Reeves, Commissioner, 1401 Arch Street, Room 312, Philadelphia, PA 19102; 215/686-6001.

Programs for Middle School-Age Children (10 to 14 years old)

The most common program for this age group, Drug Abuse Resistance Education (DARE), was cited by 60 different respondents, the majority of whom were from small cities with populations under 35,000. DARE is a nationally recognized educational program that begins in the elementary schools and extends into middle and early high school grades. DARE uses police officers to teach children self-respect, self-esteem, consequences, stress management, conflict resolution, ways to say no, how to respond to peer pressure, and having positive alternatives. One example of its use follows:

- **Hays, Kansas** (21,000) - DARE, conducted by the Hays City Police Department, consists of a uniformed officer going to fifth grade classes for one semester and teaching the children about the dangers of drugs and alcohol abuse, peer pressure, and how to say no. This program will expand into the junior high school next year. "The feedback received from children and parents has been overwhelmingly positive." CONTACT: Officer Tim Dreiling, Police Department, P.O. Box 490, Hays, KS 67601; 913/625-1030.

Examples of other programs for this age group include:

- **Sun Prairie, Wisconsin** (15,300) - The Sun Prairie Mentor Program recruits, trains, and supports adults from the community to work one-to-one with middle school students to heighten their self-confidence and provide positive support and positive role modeling. It serves students that have some risk factors and attempts to foster their strengths. CONTACT: Thomas Berg, Sun Prairie Mentor Coordinator, 300 East Main Street, Sun Prairie, WI 53590; 608/825-1145.

- **Brea, California** (33,000) - The Volunteen Program is a summer leadership/work-training program for 30 teens. Teens apply for a position with the Community Services Department and experience the interview process as they will when they apply for a job. If accepted, the teen is assigned a station with a summer program. A stipend ranging from $90 to $150 is received at the end of the summer. Many 'volunteens' become staff after several years. CONTACT: Ret Wixted, Community Services Director, One Civic Center Circle, Brea, CA 92621-5758; 714/990-7636.

- **Manchester, Connecticut** (52,000) - The Recreation Outreach Program has trained social services personnel stationed at town recreation sites to handle situations requiring conflict resolution and to do problem solving with children and their families. Youth problems can be resolved in comfortable settings. Parents are given resource information about problems identified. CONTACT: Jennifer Shinn Tait, Director, Manchester Youth Service Bureau, 45 N. School Street, Manchester, CT 06040; 860/647-3494.

- **Orlando, Florida** (165,000) - The Daybreaker Program is a before- and after-school program for middle school students that gives parents the opportunity to leave their teenagers in a safe environment. The city staff runs the program on school board property. Activities include art and cultural activities, dropout education classes and student tutoring where students assist each other. CONTACT: Vic Kruppenbacker, Assistant Bureau Chief, Recreation Department, 649 W. Livingston Street, Orlando, FL 32801; 407/246-2231.

- **Austin, Texas** (465,000) - The Strategic Intervention for High-Risk Youth began as a demonstration project coordinated by the city. Comprehensive case management services are provided for young teens in two middle schools in low-income neighborhoods. The city leads a collaborative effort that includes community-based organizations, neighborhoods, and police and juvenile justice providers. The program has been successful in keeping children in school and out of trouble. **CONTACT:** Dennis Campa, P.O. Box 1088, Austin, TX 78767; 512/473-4101.

- **Chicago, Illinois** (2,784,000) - Chicago YouthNet, developed by the Youth Development Task Force, is a citywide system of youth development and family centers that coordinates activities and services for youth. The centers serve as community anchors and safe spaces, and sponsor after-school programs, such as science and computer clubs. **CONTACT:** Caroline Swinney, Assistant to the Mayor, 121 N. LaSalle Street, Suite 406, Chicago, IL 60602; 312/744-2263.

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Programs for Teens (15 to 18 years old)

"Youth are a most important, yet most overlooked, resource and must be given an opportunity to make a difference" - respondent from Vancouver, WA.

- **Simsbury, Connecticut** (22,000) - The Juvenile Review Board, a group of professionals, meets with children up to age 16, who have been arrested for minor offenses, and their families, to assess the needs of the family and make recommendations such as community service, family counseling, Al-A-Teen, and recreational programs. **CONTACT:** Micheline Lecours-Beck, Director of Social Services, 933 Hopmeadow Street, Simsbury, CT 06070; 860/658-3283.

- **Juneau, Alaska** (27,000) - The city's Department of Health & Social Services (H&SS), a native health corporation, the Department of Public Health, and the high school formed a partnership to provide comprehensive on-site health services to teens. H&SS provides clinic coordination, mental health, chemical dependency, and case management services. The high school provides space, and the other two agencies provide primary care through nurses and physicians. **CONTACT:** Kathy Marshall, Director, Department of Health and Social Services, 3406 Glacier Highway, Juneau, AK 99801; 907/463-3331.

- **Vancouver, Washington** (46,000) - Tapping the Talents of Teens is a program that invites middle and high school youth to apply for mini-grants to do community service projects of their own design and invention. The first year involved 13 projects, with over 600 youth doing service. All funding is from outside the city general fund except for some staff time. **CONTACT:** Carol Hansen, Manager, Office of Neighborhoods & Community Resources, P.O. Box 1995, Vancouver, WA 98668-1995; 360/696-8222.

- **Yuma, Arizona** (55,000) - The mayor and city council appointed a group of teens to the Mayor's Youth Design Team to serve as an advisory board to council on the needs of Yuma's youth and about facilities and programs. They studied and recommended some facility changes (e.g., water slides at city parks, which are now being added to the pool facilities, and a Teen Club). The city also held neighborhood round tables to discuss the problems, needs, and solutions to youth and gang problems. **CONTACT:** Mike Skelton, Assistant to City Administrator, 180 W. First Street, Yuma, AZ 85364; 520/343-8618.

- **Duluth, Minnesota** (85,000) - Neighborhood Youth Services (NYS) was established in 1992 as part of a concerted city-wide effort to curtail increasing violence, abuse and juvenile crime. This collaboration included various city departments, Violence Free Duluth, court services, and many other local youth programs. They seek to prevent violence by teaching conflict resolution, problem-solving skills and raising self esteem. Approximately 450 youth, ages 6 to 17, and their families are served by the Activity Center, Family Strengthening Program, Outreach Program, and organized athletics. Recent police department statistics reveal a significant decline in vandalism and property crime within the neighborhood. "NYS has played a significant role in a focused, local effort to reclaim a neighborhood that was seeing escalating crime. They have helped to prepare youth for employment, parenting, home ownership, and participation in worthwhile community activities." **CONTACT:** Pam Kramer, Manager, Community Development, 411 W. First Street, #406, Duluth, MN 55802; 218/723-3357.

- **Washington, D.C.** (607,000) - The Mayor's Youth Leadership Institute is a year-round program that provides leadership and self-development training to youth between the ages of 14 and 17, to enable them to better understand themselves and their responsibilities to their peers, their families and their community. The program includes both a six-week summer session and a school year program. Activities include community service projects, career-related internships, college preparation workshops, training seminars, and a Parents Auxiliary. **CONTACT:** Rashid Jelani, Director, Mayor's Youth Leadership Institute, 500 C Street, NW, Suite 107-B, Washington, D.C. 20001; 202/724-7350.

Programs for Families

In addition to programs designed for children and youth, many communities are developing programs aimed at strengthening families. A few examples are provided here.

- **Brooklyn, Ohio** (11,700) - The city's comprehensive Leisure Time Agenda is geared to helping families grow together and not apart and allows ample opportunities for inter-generational bonding. The recreation program won a national award in its population category (50,000 and under). **CONTACT:** James P. Coyne, Recreation Commissioner, 7600 Memphis Avenue, Brooklyn, OH 44144; 216/351-2133.

- **Sunbury, Pennsylvania** (12,000) - In 1994, the city used about $90,000 to establish a First-Time Homeowners Program to help young, first-time homeowners with children to buy their first home. They helped with the down payment and paid the closing costs. **CONTACT:** Dan Yaglowski, CDBG Coordinator, 225 Market Street, Sunbury, PA 17801; 717/286-7768.

- **Lakewood, Ohio** (60,000) - The city funds the Family Room as part of the Division of Early Childhood. This is a place for families to come together to discuss parenting issues and share information. **CONTACT:** Judy Church, Assistant Director, 17400 Northwood Avenue, Lakewood, OH 44107; 216/521-0001.

- **Erie, Pennsylvania** (109,000) - The City-County Task Force on Children in Poverty is a collaborative effort that has brought people with expertise in housing, education, employment and training, public health and social services together with citizens, to identify problems within the city and county resulting from poverty and to develop an action plan for tackling these problems. **CONTACT:** Joyce A. Savocchio, Mayor, 626 State Street, Erie, PA 16501-1128; 814/870-1202.

- **Plano, Texas** (128,700) - Practical Parent Education is a non-profit organization that focuses specifically on parenting and family issues. It has been used as a model for eight other states, as well as a statewide model for Texas. **CONTACT:** Susan Beckley, Public Information Director, 1520 Avenue K, Plano, TX 75074; 214/578-7307.

- **Hampton, Virginia** (134,000) - Through the Healthy Neighborhoods Initiative, the city has established a department to work in partnership with neighborhoods to create caring communities for children and families. City employees assist residents in identifying neighborhood assets and needs, and in developing creative responses. **CONTACT:** Joan Kennedy, Director, Department of Neighborhood Services, 22 Lincoln Street, Hampton, VA 23669; 804/727-6460.

- **Dayton, Ohio** (182,000) - The Twin Towers Neighborhood Service Team grew out of the city's Community Based Policing Program. The core members of the team include city staff (police officer, housing inspector, priority board staff), and neighborhood representatives, including local churches. The whole team includes non-profit and public health and human service agencies. The team, a self-directed work group, determines how best to assess neighborhood needs, solve neighborhood problems, and coordinate services to specific families and individuals. **CONTACT:** Jan Lepore-Jentleson, Code Enforcement and Rehabilitation Manager, Department of Community Development, P.O. Box 22, Dayton, OH 45402; 513/443-3873.

- **Boston, Massachusetts** (574,000) - "Healthy Boston," a community development initiative to improve the health of the city, its neighborhoods, and its people, mobilizes residents under the premise that healthy people and healthy communities require more than medical care. They require jobs that can support a family with dignity, decent housing, and enough food to eat. They require quality education that opens the door to opportunity. They require safe, thriving neighborhoods where people help each other. Twenty-one neighborhood coalitions have been established, and each has conducted community assessments. **CONTACT:** Theodore C. Landsmark, Director, Healthy Boston, City Hall, Room 967, Boston, MA 02201; 617/635-3140.

Summary

The programs described above were cited by survey respondents as successful in addressing the needs of children and families. Many of these examples reflect what is known about the hallmarks of effective programs. They are geographically, physically and psychologically accessible; they have minimal barriers to participation; they are comprehensive and responsive to family needs; they are family-centered and family-friendly; they see parents as resources and partners; they are responsive to neighborhoods and the community; they have a preventive orientation; and they coordinate and collaborate across agencies and systems. As pointed out in *Effective Services for Children*, they build on the strengths of families, youth, and children so they don't just fix problems, but help build competencies.[10] Many municipalities have learned these lessons and are exhibiting them in their work.

Chapter 4

FINANCING STRATEGIES

How to finance services for children and families is of primary importance to city officials, given the prominence of declining municipal revenues and of citizen resistance to new spending as barriers to municipal involvement.

When asked about their current spending on children and families, as compared to five years ago, more than half the cities (57 percent) report spending somewhat or much more. Only 7 percent report spending somewhat or much less. A little over a third (36 percent) report spending about the same. Reports of spending much more were most evident in the nation's largest cities where 34 percent of those responding reported spending much more compared to five years ago — more than twice the proportion of the smaller and medium-sized cities — and in the western region of the country, where 64 percent report spending some or much more. (See Tables 4-1 and 4-2).

TABLE 4-1. Current Spending Compared to Five Years Ago, by City Size

City Population	Much More	Somewhat More	About the Same	Somewhat Less	Much Less
	%	%	%	%	%
10,000 - 49,999	11	40	43	6	1
50,000 - 99,999	12	53	25	6	4
100,000 - 299,999	16	53	25	6	1
300,000+	34	29	24	12	0
All Cities	13	44	36	6	1

TABLE 4-2. Current Spending Compared to Five Years Ago, by Region

Region	Much More	Somewhat More	About the Same	Somewhat Less	Much Less
	%	%	%	%	%
Northeast	10	38	41	8	3
South	17	42	35	5	1
Midwest	9	44	44	3	0
West	15	49	24	10	2
All Cities	13	44	36	6	1

Although the survey did not specifically ask how the additional dollars were being spent, the findings do indicate the program areas in which more than half of the responding cities are committing resources through providing or funding direct services. (See Chapter 3 for further information on funding for specific program areas).

Program Area	Percent of Cities Funding
Recreation activities	80
Community safety	76
Services for the elderly	68
Delinquency and youth crime	62
Neighborhood revitalization	57
Summer jobs for youth	53
Drug and alcohol abuse	52

Further research to determine what is driving the increase in spending may be useful.

Sources of Funding

According to the respondent from Bensenville, Illinois, a small city of 18,000, meeting the demands for services with fewer funds is difficult, but there are creative solutions: "Children and families have long been a priority for this municipality but with the reduction of funds and the increasing costs, meeting the growing demand for services has been tough. Through the cooperation of five taxing bodies, resources have been pooled and affordable quality services can be provided to the residents of Bensenville."

Most cities finance programs for children and families through general revenues. This was true for 80 percent of the cities surveyed. The second most common source of funding was fees for services (54 percent). Other strategies included impact fees, charged to developers (used primarily for parks and recreation activities) (23 percent), and bond issues for schools or capital projects (22 percent). Only 11 percent reported use of a dedicated tax. (See Tables 4-3 and 4-4 for use of alternative financing mechanisms by city size and by region.)

TABLE 4-3. Percent Using Specified Financing Mechanisms for Children's Services, by City Size

Financing Strategies	10,000-49,999	50,000-99,999	100,000-299,999	300,000+	All Cities
	%	%	%	%	%
Dedicated municipal tax	10	14	11	11	11
Bond issue	11	16	20	20	22
General municipal revenues	76	85	85	87	80
Fees for service	50	62	60	58	54
Impact fees	19	29	28	27	23

It was interesting to note that a higher proportion of cities in the Western Region reported using alternative financing mechanisms than in other regions, most notably impact fees and fees for service. Forty-one percent of respondents from the West reported use of impact fees as compared to 13 percent from the Midwest, 17 percent from the Northeast, and 20 percent from the South. Sixty-nine percent of respondents from the West reported using fees for service as compared to 46 percent from the Midwest, 50 percent from the Northeast, and 52 percent from the South. There were less notable differences among cities by size, other than that the smallest cities reported using impact fees less often (19 percent) than did other cities (27to 29 percent), and bonds were a strategy used more often in cities over 100,000 (20 to 22 percent), than in the smaller cities (11 to 16 percent).

TABLE 4-4. Percent Using Specified Financing Mechanisms for Children's Services, by Region

Financing Strategies	Northeast	South	Midwest	West	All Cities
	%	%	%	%	%
Dedicated municipal tax	11	11	10	12	11
Bond issue	14	16	90	18	22
General municipal revenues	85	78	77	82	80
Fees for service	50	52	46	69	54
Impact fees	17	20	13	41	23

Examples of Financing Mechanisms Used

Survey respondents provided some interesting and innovative examples of ways to raise funds to finance initiatives and services for children and families. We have included a few here.

- **Fostoria, Ohio** (14,000) - Part of the 0.5 percent income tax is dedicated to recreation. **CONTACT:** Barbara L. Marley, Mayor, P.O. Drawer H, Fostoria, OH 44830; 419/435-8282.
- **Kent, Washington** (38,000) - In 1989, the city established a mandatory funding base for human services. The city council adopted Resolution No. 1205 which mandates that 1 percent of the city's annual General Fund be designated as a Human Services Fund through which dollars are distributed to non-profit agencies who serve families and children. **CONTACT:** Rachel Johnston, Human Services Planner, 220 4th Avenue, S.E., Kent, WA 98032; 206/850-4789.
- **Pinellas Park, Florida** (43,000) - One cent sales tax is source of funding for new 15,000 square foot Recreation Community Center. **CONTACT:** Joel Garren, Recreation Director, 6051 78th Avenue, N., Pinellas Park, FL 34665; 813/541-0770.
- **Ames, Iowa** (47,000) - Local Option Tax supports subsidy to child care centers for low- and middle-income families. **CONTACT:** Larry Curtis, Mayor, 515 Clark Avenue, Ames, IA 50010; 515/239-5106.
- **Santa Fe, New Mexico** (56,000) - Two children and youth resolutions established annual allocations of money for grants to programs — a total of up to 3 percent of the city's share of the state gross receipts tax revenues. The Children & Youth Fund supports a commission and planner position in the Community Development Division. They fund grants (42 this year, totaling $804,000) set priorities, make funding recommendations, and coordinate programs and support innovative solutions to meet emerging needs. They work with the public schools, community non-profits, funders, and county programs. **CONTACT:** Lynn Hathaway, Ph.D., Children and Youth Planner, P.O. Box 909, Santa Fe, NM 87504; 505/984-6678.
- **Roanoke, Virginia** (96,000) - A dedicated municipal tax on cigarettes was used to finance construction and renovation of a juvenile justice system facility. **CONTACT:** Glenn D. Radcliffe, Director of Human Development, 215 Church Avenue, S.W., Room 354, Roanoke, VA 24011; 540/981-2302.
- **Modesto, California** (165,000) - The city has a Parks & Recreation Facilities Fund which is supported by a special tax on each dwelling unit constructed. This tax, known as a "Bedroom Tax," is assessed at the rate of $15 for one bedroom and $5 for each additional bedroom, not to exceed $30. **CONTACT:** Linda L. McDermott, Recreation Superintendent, Parks and Recreation Department, City of Modesto, 409 Basswood Lane, Modesto, CA 95355; 209/491-5902.
- **Seattle, Washington** (516,000) - City voters passed a Families and Education Levy, raising $8.5 million a year for seven years for children and family support services. In addition, the Children and Youth Action Plan (CYAP), a six-department, collaborative strategic plan, establishes a plan (starting in 1993) for adding $1 million per year of city general funds to provide resources for family, children and youth services. It builds on the levy and increases the availability, quality, and comprehensiveness of services. **CONTACT:** LaVonne Douville, Family & Youth Director, 618 2nd Avenue, 4th Floor, Seattle, WA 98104; 206/386-1010.
- **San Francisco, California** (724,000) - In 1991, San Francisco became the first city in the U.S. to legislate a baseline of funding for city children's services and to set aside additional dollars for new services. The passage of the Children's Amendment requires the city to spend the same amount on children's services as was spent in 1991-92 until the year 2002. In addition, 2.5 percent of local property tax revenues are set aside in the Children's Fund, totaling approximately $13.2 million annually. These funds are administered by the Mayor's Office of Children, Youth and Their Families (MOCYF), and are used to provide increased services through more than sixty community-based programs. **CONTACT:** Laura Pinkney, Special Projects Manager, MOCYF, 10 U.N. Plaza, Suite 260, San Francisco, CA 94102; 415/554-8430.

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Chapter 5

STRENGTHENING COMMUNITIES THROUGH COLLABORATION

"Collaboration is one of the best ways to build communities and families," says the National League of Cities 1992 Futures Report, *Families & Communities*. "City Hall does not control all the resources and elements necessary to strengthen families and communities. Therefore, collaboration, especially in setting a vision and creating the context for reorienting specific programs and institutions, becomes essential."[11]

Because of the increasing recognition of the importance of collaboration to improving service delivery and outcomes for children and families and maximizing the use of resources, the survey gathered information about the extent of collaborative activity in cities, the role and significance of a range of potential collaborative partners, and the elements of collaboration that were perceived to be most important.

Extent of Involvement in Collaborative Activities

A majority of cities reported involvement in collaborative activities to address the needs of children and families. Close to three-quarters (73 percent) of cities reported that they sponsor, assist, or participate in a local commission, board, task force, or advisory group responsible for focusing broadly on children and families, and another 4 percent have such activities under consideration. In cities with populations of 50,000 or more, at least 80 percent participate in such activities. Half the cities have one or more joint powers or inter-local agreements to address the needs of children and families, with an additional 3 percent having such agreements under consideration.

Municipal Partners in Collaboration

The survey asked respondents to describe the impact of their municipal government's collaboration with a range of key actors or groups in their communities. They were asked to indicate whether the impact was major, moderate, minor, or none. The results, (summarized in Table 5-1), indicate that collaboration with school officials is seen as having the greatest impact in improving outcomes for children and families. More than a third of respondents report that collaborating with school superintendents, and school principals or teachers, followed closely by school board members, has a major impact. Collaboration with non-profit agencies and with town officials were also rated as having major impact by more than 33 percent of the respondents; collaboration with neighborhood and civic groups was close behind, rated by 29 percent. Collaboration with other entities at the county, state, and private level was more often perceived as having minor or no impact, except in the largest cities.

TABLE 5-1. Impact of City Hall Collaboration with Other Entities

Organization/Entity	Percent of Cities Perceiving Major Impact
School superintendents	39
Non-profit agencies	37
School principals or teachers	35
Town/township officials	35
School board members	33
Neighborhood and civic groups	29
State government agencies	23
County agencies	21
State elected officials	18
Nearby local governments and school districts	17
Religious organizations	14
County elected officials	14
Council of governments	14
Businesses & corporations	12
County administrator	11

When asked to choose the three potential collaborative partners most important to improving outcomes for children and families, the partners were cited in the following descending order of frequency:

Entity Selected	Percent of Respondents
Non-profit agencies	38
Neighborhood and civic groups	34
School superintendents	29
School board members	28
Principals and teachers	27
State government agencies	26
Township officials	19
County agencies	18
Businesses & corporations	16
County elected officials	16
Nearby local governments	14
Religious organizations	13
State elected officials	11
County administrator	4
Council of governments	4

City Size as a Factor

Municipal officials' views of the three most important collaborative partners, varied by city size, as seen in Table 5-2.

TABLE 5-2. City's Most Important Collaborative Partners, by City Size

10,000 - 49,999		50,000 - 99,999		100,000 - 299,999		300,000+	
Partner	**%**	**Partner**	**%**	**Partner**	**%**	**Partner**	**%**
Non-profit agencies	34	Non-profit agencies	43	Non-profit agencies	46	Non-profit agencies	49
Principals/teachers	33	Neighborhood & civic groups	34	Neighborhood & civic groups	37	Neighborhood & civic groups	41
Neighborhood & civic groups	32	School superintendents	30	School superintendents	27	State government agencies	39
School board members	31	School board members	26	School board members	27	Businesses/corporations	36
School superintendents	29	State government agencies	25	Businesses/corporations	24	School superintendents	33
State government agencies	25	Principals/teachers	24	State government agencies	23	County elected officials	23

Non-profit agencies were rated most often among the three most important for cities to work with in improving outcomes for children, by respondents in cities of all sizes. The proportion increased as the size of the city increased. Neighborhood and civic groups were ranked second most often by all but the smallest cities, for whom principals and teachers were included slightly more often. Principals and teachers were ranked by only 14 percent of cities of 100,000 and more. In larger communities, the school superintendent is clearly a more important player for city government than are personnel at the school building level. Another notable difference was that in the largest cities, state agencies and the private corporate sector were rated as key collaborative partners much more often than in smaller cities. In the smallest cities (under 100,000), the business sector was listed by only 14 percent of respondents, as compared to 36 percent in the largest cities.

Regional Variations

City officials from different parts of the country differ in their perceptions about the most important collaborative partners. As seen by the results in Table 5-3, these differences may reflect different histories and traditions about the roles of state and local governments in different regions. State agencies were cited most often as the most important collaborative partner by respondents from the Northeast, far more than in other regions of the country, particularly as compared to the West where only 14 percent rated it as among the most important. A similar disparity is noted with township officials, included among the most important partners by nearly a third of respondents from the Northeast but only 15 to 19 percent of respondents from other regions of the country. County officials are included more often in the South (24 percent) as compared to the Northeast (7 percent) where county government is not as strong.

TABLE 5-3. City's Most Important Collaborative Partners, by Region

Northeast		South		Midwest		North	
Partner	**%**	**Partner**	**%**	**Partner**	**%**	**Partner**	**%**
State government agencies	43	Neighborhood & civic groups	40	Non-profit agencies	37	Non-profit agencies	48
School superintendents	38	Non-profit agencies	35	School superintendents	32	Neighborhood & civic groups	38
Non-profit agencies	32	School board members	27	School board members	31	School board members	29
Principals/teachers	31	School superintendents	26	Neighborhood & civic groups	30	Principals/teachers	28
Township officials	30	County elected officials	24	State government agencies	29	School superintendents	24
Neighborhood & civic groups	24	Principals/teachers	23	Principals/teachers	28	Businesses & corporations	21
School board members	24	State government agencies	22	County agencies	23	County agencies	20

Level of Involvement of Collaborative Partners

Currently. The perceptions about the most important collaborative partners for municipal government as described above were largely consistent with perceptions about the level of current involvement of various sectors in addressing the needs of children and families. Public school systems were rated as having the highest levels of involvement by the largest proportion of respondents, followed by non-profit organizations, municipal government, parents, religious institutions, neighborhood and civic organizations, and individual citizens. The sector with the least involvement was the business or corporate sector, with only a third of respondents perceiving them as involved or very involved. (See Table 5-4.)

TABLE 5-4. Perceived Involvement of Various Sectors in Addressing the Needs of Children and Families in 1995

Sector	Percentage of Cities Rating as Very Involved/Involved
Public school system	88
Non-profit organizations	85
Municipal government	68
Parents	65
Religious institutions	65
Neighborhood & civic organizations	57
Individual citizens	54
County government	47
State government	46
Federal government	40
Businesses/corporations	35

There was some variation in perceptions by city size. The major difference was in the perceived role of government. In the cities over 100,000 in population, government at all levels — county, state, and federal — was seen as playing a larger role than in the smaller cities and towns. For example, 62 percent of the larger cities viewed state government as involved or very involved in children and family issues, while only 37 percent of smaller cities viewed them this way. The same pattern was evident with county government, where 66 percent of larger cities rated them as involved or very involved as compared to 43 percent of the smaller cities, and federal government, where the comparable numbers were 53 percent versus 36 percent.

Although the corporate sector shows up as a significant collaborative partner for the larger cities, as indicated earlier, their level of involvement by those cities was not rated very high. Only 5 percent of respondents from cities of 100,000 or more rated them as very involved. The ratings for their level of involvement was not much different across city size. More than half of respondents in all cities rated them only as somewhat involved.

Future Involvement. When respondents were asked how they thought the current level of involvement of each of these sectors would change over the next three years, the greatest proportion of respondents saw the involvement of the public schools systems as increasing, followed by neighborhood and civic organizations and municipal government. More than half saw the role of the federal government decreasing, and more than a quarter saw the role of state government decreasing.

More than half the respondents reported that the levels of involvement of county government and the business sector would stay the same. As for the involvement of the informal sectors — parents, individual citizens and the religious community — respondents were equally divided in perceiving their roles as increasing or staying the same. These results suggest that the majority of municipal officials perceive that as the role of the federal and even state government diminishes, the responsibility will be picked up at the local level by the schools, non-profit and voluntary community organizations and city government. (See Table 5-5).

TABLE 5-5. Anticipated Change in Involvement of Various Sectors Over the Next Three Years

Sector	Increase	Stay the Same	Decrease
Public school system	63	35	2
Neighborhood & civic organizations	57	42	2
Municipal government	52	45	3
Non-profit organizations	52	45	3
Parents	51	48	2
Religious institutions	50	50	1
Individual citizens	48	50	3
Businesses/corporations	40	57	3
County government	19	61	20
State government	18	56	27
Federal government	7	40	52

Elements of Collaboration

The survey provided a list of 12 elements of collaboration. Respondents were asked to rate them with regard to the impact each is likely to have on improving outcomes for children and families in their city. A majority of the respondents rated them all as having major or moderate impact, with the exception of the use of a neutral outside facilitator. (See Table 5-6).

TABLE 5-6. Perceived Impact of Elements of Collaboration

Sector	Percentage of Cities Rating as Major/Moderate Impact
Increased support by the public	91
Increased staff time	87
Increased support by local elected leaders	86
Increased support by administrators	83
Shared leadership	83
Funding dedicated to collaboration	83
Shared fiscal responsibility	82
One case manager for all members of a family	82
Shared data among organizations and units of government	80
One staff person to implement or oversee collaboration	77
Technical assistance/training	76
Neutral outside facilitator	48

Respondents were also asked which of these elements were the three most important to improving outcomes for children and families in their city or town. The elements ranked by more than 20 percent of the survey respondents in cities of all sizes (except as noted) were:

Element of collaboration	Percent selecting as one of 3 most important
Increased support by the public	44
Funding dedicated to collaboration	41
Increased support by local elected leaders	36
Shared fiscal responsibility	33
Shared data among organizations and units/levels of government	27
One case manager per family (in cities over 50,000)	29
Increased staff time (except in cities of 100,000-299,000)	26

Elected officials take their lead from the will of the public. These results suggest that building public will for collaborative efforts is an important strategy, along with garnering the resources necessary to do the work of collaboration.

Examples of Collaborative Efforts

Collaborative efforts appeared frequently among the examples of successful municipal government activities, initiatives, or approaches in addressing the needs of children and families, provided by respondents to the survey. A few are highlighted here.

- **Bensenville, Illinois** (18,000) - The Village of Bensenville has taken a cooperative approach in attempting to meet the needs of the community members for many years through the Bensenville Intergovernmental Group (B.I.G.). "B.I.G. looks impressive on paper but it is truly awesome in action." Through the cooperation of five taxing bodies, resources have been pooled and affordable quality services can be provided to the residents of Bensenville. As an example, the Intermural Program established for Junior High and High School At-Risk Students was an effort to provide positive alternatives to the emerging gang influence on the community youth. The School Districts provided transportation, the Park District provided the facility and the Village provided Youth Services Department staff to target the desired population and personally encourage youth involvement. "Each taxing body came together to address an issue and work together for a resolution. 'Territory' was not a concern and by no means interfered with achieving the common goal of providing services for the community's youth." **CONTACT:** Judith A. Shepard, Youth Services Program Manager, 700 W. Irving Park Road, Bensenville, IL,60106; 708/350-3436.

- **Whittier, California** (78,000) - The city and the Whittier Coordinating Council developed and now support the Interagency Youth Committee, a group of over 30 youth and family services agencies. The Committee meets once a month to network and discuss issues affecting the Whittier community. The Committee has held a "Family Faire" for the past two years to promote services to families. The city, the Whittier Social Services Committee and the United Way funded Family Resource Guide — listing information and contacts for the service providers — for distribution to those attending the "Family Faire." **CONTACT:** Sal Failla, Director of Community Services, 13230 Penn Street, Whittier, CA 90602.

- **Mesquite, Texas** (102,000) - The Youth Services Advisory Committee is a collaborative effort between the city, schools, and community to address the issues facing youth. The Committee originated in 1990 as the result of gang activity in the community. As a result of the committee's efforts the Youth Services Division was formed in 1991 and has served over 6,500 youth since its inception. **CONTACT:** Dana Mitchell, Youth Program Coordinator, 300 W. Kearney, Mesquite, TX 75149; 214/289-3087.

- **Savannah, Georgia** (138,000) - The Youth Futures Authority is a jointly funded community collaborative comprised of local and state government representation, service agencies, business and community leaders responsible for planning, implementing and monitoring collaborative initiatives such as the Family Resource Center and Healthy Start. The city commits $500,000 per annum in general fund dollars to the collaborative. The Authority was created by the Georgia General Assembly (HB 1323, Act 855) for the purpose of developing more effective methods, programs, and services to deal with the problems of youth and their families in Chatham County and the City of Savannah. **CONTACT:** Otis Johnson, Executive Director, 316 East Bay Street, Savannah, GA 31401; 912/651-6810.

- **Hartford, Connecticut** (139,000) - The Hartford Youth Network (HYN) is a city-wide youth services coalition that was developed in 1992. "The HYN represents almost all providers, provides for partnership with municipal government in addressing youth issues, and has resulted in improved services and better cooperation among programs and staff." Events are sponsored to bring youth together from across the city. At least three collaborative grant proposals have been funded (2 state, 1 federal) as a result of improved coordination. **CONTACT:** April Goff Brown, Youth Services Division Director, 2 Holcomb Street, Hartford, CT 06112; 203/543-8875.

- **Spokane, Washington** (177,000) - The Communities That Care/Community Prevention Board's (CPB) purpose is to promote a healthier community and improve the well-being of families and youth by reducing conditions that put youth at-risk of developing problem behaviors and strengthening the factors that build resilience. The CPB will develop a 5-year community wide plan, provide training to the community in prevention, develop collaborative relationships, and refocus community resources to achieve its purpose. "Although it is still in its infancy, the CPB has provided a focal point for community action and enormous interest in meeting the challenge of improving conditions for children and families. It has broad-based support of leaders and involves all sectors of our community." **CONTACT:** Joanne Benham, Youth Director, 808 W. Spokane Falls Boulevard, Spokane, WA 99201-3333; 509/625-6440.

- **Fort Wayne, Indiana** (192,000) - The Leadership Roundtable on Violence & Youth is made up of elected city, county, township, and school officials. Its purpose is to encourage collaboration on programs and systemic changes that will make the community a better place for children and families. **CONTACT:** Karen Goldner, Community Development Projects Administrator, One Main Street, Room 910, Fort Wayne, IN 46802; 219/427-2440.

- **Shreveport, Louisiana** (199,000) - The Youth Advisory Council was created by the Shreveport Parks and Recreation Department (SPAR). It meets in recreation centers in different areas of the city each month. The council is made up of students from each of the 14 recreation centers. Each month the council meets to get ideas from teenagers on how the department can best serve their needs. This process has been effective because it allows the department to offer programs the teenagers want rather that the department designing ones they have no interest in. This process has provided the opportunity to deal with gangs and gang members and what they want to see in their neighborhoods. Parks and Recreation transports the council members to each meeting. The manager of each recreation center and the recreation supervisors serve as a liaison to the council. **CONTACT:** Fred Johnson, Director, Shreveport Parks and Recreation, 800 Snow Street, Shreveport, LA 71107; 318/673-7727.

- **Rochester, New York** (232,000) - The CHANGE Initiative, created in 1991, seeks to change systems to better serve at-risk youth and link children to resources that will enhance their development and well-being. It aims to improve healthy births, children's readiness for school, drugs, pregnancy and crime avoidance; success in school, and families living above poverty. The city, county, schools, and United Way are partners in CHANGE. **CONTACT:** Howard Mills, Director, R.A.F., 335 E. Main Street, Rochester, NY 14604; 716-325-4353.

- **Norfolk, Virginia** (261,000) - "The Norfolk Interagency Consortium is recognized as a leader at both the national and state level for its local development of a comprehensive, coordinated, collaborative, child centered, interagency system of care that effectively addresses the needs of at-risk youth." General municipal revenues are used to support the operation of the consortium. **CONTACT:** Lynn Moore, Coordinator, NIC, 550 E. Main Street, Suite 300, Norfolk, VA 23510; 804/441-2510.

- Tampa, Florida (280,000) - The Children's Board of Hillsborough County is an independent government agency that works on behalf of Hillsborough County's children and their families. Their work emphasizes prevention, early intervention, comprehensive planning, community problem-solving, and neighborhood focused services. The board also grants limited financial support to approximately seventy children's services programs that provide child care, child protection, family support, maternal and child health care, and youth development. The governing board is comprised of a county commissioner, school board member, circuit judge of the juvenile division, the superintendent of schools, the district administrator of the state Department of Health & Rehabilitative Services, and five members appointed by the Governor. An advisory committee, made up of people from all geographic, racial and ethnic communities, provides input and counsel. The board is authorized to levy an annual property tax of up to .5 mills. **CONTACT:** Children's Board, 1205 E. 8th Avenue, Tampa, FL 33605; 813/229-2884.

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Summary

Municipal governments across the United States are engaged in many and varied collaborative efforts, both formal and informal, to improve outcomes for the children and families that reside in the communities they govern. Schools and non-profit entities are their key partners, although we found some regional differences and some variation by city size, in municipalities' perceptions as most significant in this work. With the forecasted downsizing of government at the federal and state levels, the importance of collaborative work can only be expected to increase.

As discussed in NLC's 1992 Futures Report, *Families & Communities*, successful collaboration requires common goals, shared responsibility, mutual investment, and shared accountability. As the results of the survey indicate, municipal officials also understand that collaborative work requires leadership, funding, and public support. Municipal officials are in a key position to provide that leadership.

CHAPTER 6
THE CURRENT AND FUTURE ROLE OF MUNICIPAL GOVERNMENT

In light of anticipated changes at the federal level, including both budget cuts for human services as well as restructuring funding into block grants with fewer mandates, NLC was interested in learning about how municipal officials saw their role in relationship to other layers of government, and how they perceived changes at the federal and state level would affect that role.

Responsibility of Levels of Government for Children and Families

Respondents were asked specifically about the relative levels of responsibility of the four tiers of government in addressing the needs of children and families, both as they see it, *and* as how they think it ought to be. They were asked to rank order the levels of federal, state, county, and municipal government from most responsible (4) to least responsible (1). A mean rating was calculated for each. The results are presented in Table 6-1.

TABLE 6-1. Responsibility of Levels of Government for Children and Families: As It Is and As It Should Be

Level of Government	As it is	As it should be
	Mean Rating	Mean Rating
State	2.83	2.68
Municipal	2.74	3.09
County	2.60	2.75
Federal	2.05	1.80

As it is. The overall averages indicate that municipal officials saw state government as most responsible, followed by municipal, county, and then federal government. When we looked at the data from a different angle, however, examining the distribution of rankings for each level of government, we saw something slightly different. More than 40 percent of the respondents saw municipal government as the level of government with the most responsibility, close to twice as much as for any other level. At the same time another 26 percent viewed municipal government as least responsible, (See Table 6-2), second only to the federal government, which was ranked as the least responsible by 60 percent of respondents.

TABLE 6-2. Distribution of Rankings of Current Responsibility for Children and Families

Level of Government	First	Second	Third	Fourth
State	21	43	32	3
Municipal	43	15	17	26
County	22	35	24	19
Federal	15	10	16	60

We were interested in what might be behind this bimodal distribution of response. The findings indicate that city size does not appear to account for the differences. More than 40 percent of responding cities in each population grouping rated municipal government as most responsible, more than for any other level of government by far. In all city size groupings except for those over 300,000, the next most frequent ranking was fourth (by 23 to 27 percent of respondents). The results in the largest cities was slightly different, with 25 percent ranking municipal government as third most responsible, and 18 percent ranking it fourth. Findings by region were similar with the highest proportion of respondents in each region ranking municipal government as first (ranging from 38 percent in the South to 54 percent in the Northeast) and 20 to 30 percent ranking it fourth. Therefore, we were not able to explain this finding with results from the survey.

With regard to the role of the other levels of government, state and county government responsibility for financing and administrating services for children and families varies by state, so it is difficult to determine the meaning of the aggregate responses across the country, or even by region. Clearly the federal government is perceived as the least responsible.

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As it should be. The results with regard to how the levels of responsibility should be distributed are clearer. Municipal officials appear to believe that the closer the level of government to the community, the greater the responsibility ought to be; municipal government should have the most responsibility, followed by county, then state, and lastly the federal government.

The distribution of rankings for the comparative level of responsibility, as it should be for each tier of government, was more consistent with the mean rankings cited above. (See Table 6-3). The largest percentage of respondents ranked municipal government first, county government second, state government, third, and federal government last. The order of rankings did not vary notably by size of city. The findings by region were also consistent with this, except in the Northeast, where state government was more prominently ranked second, and the rankings for county government and federal government were less clearcut among second, third, and fourth place.

TABLE 6-3. Distribution of Rankings of Responsibility for Children and Families As It Should Be for Levels of Government

Level of Government	Percent Ranked First	Percent Ranked Second	Percent Ranked Third	Percent Ranked Fourth
Municipal	51	20	16	13
County	23	44	19	14
State	20	31	47	2
Federal	15	10	16	60

Impact of Other Levels of Government on City Agendas for Children and Families

Respondents were asked about the impact of county, state, and federal mandates and funding on their municipal agendas for children and families. Federal and state funding were perceived to have the most impact, rated as major by almost half of the respondents. Only county mandates seem fairly inconsequential, rated as having minor or no impact by almost two-thirds of the respondents. (See Table 6-4).

TABLE 6-4. Impact of Government Mandates and Funding on City Agendas

	Percent Ranked Major	Percent Ranked Moderate	Percent Ranked Minor	Percent Ranked No Impact
County mandates	14	22	30	34
County funding	33	25	19	23
State mandates	33	35	23	10
State funding	48	30	15	7
Federal mandates	34	31	24	11
Federal funding	49	27	16	8

In the largest cities of 300,000 and more, state and federal funding were reported as having a major impact much more frequently (76 percent for state funding and 85 percent for federal funding), than for the group as a whole.

What the Future is Likely to Bring

Given the importance of federal and state mandates and funding on municipal agendas, it was of interest to look at what mayors' offices anticipated would happen as the result of federal and state policy changes.

Over half the respondents predicted that meeting needs in their cities will be harder, eligibility rules will be stricter, available funds will decrease, mandates on the city will increase, and training needs will increase. In addition, more than 40 percent thought the array of available services would be less varied and the levels of service would decrease. At the same time, more than 40 percent said the role of the city and city input to the state will increase. (See Table 6-5.)

TABLE 6-5. Consequences of Changes in State Roles, Policies, Actions

Consequences	Harder/stricter/ less varied/ worse/decrease	Stay the same	Be easier/relaxed/ more varied/ impove/increase
	%	%	%
Meeting needs will be harder/easier	57	27	16
Eligibility rules will be stricter/relaxed	62	27	11
Service array will be less/more varied	44	28	28
Children/families' lives will be worse/improve	38	37	26
City input to the state will decrease/increase	18	41	41
Service levels will decrease/increase	45	34	21
Municipal involvement will decrease/increase	12	40	49
Mandates on city will decrease/increase	10	34	56
Funds will decrease/increase	61	26	13
Training needs will decrease/increase	8	31	60

The concerns about the future are most dramatic among the largest cities. Of the 40 largest cities that responded, a much greater proportion reported that meeting needs in their cities will be harder (88 percent), eligibility rules will be stricter (75 percent), the array of services will be less varied (70 percent), the lives of children and families will be worse (73 percent), levels of services will decrease (85 percent), available funds will decrease (92 percent), and municipal training needs will increase (71 percent). These concerns were also greater in the Northeast than in other regions of the country.

Confidence about Cities' Abilities to Address Needs of Children and Families

Even in the face of the anticipated consequences from changing federal and state roles, and the fiscal constraints felt by municipalities, the respondents are quite confident about their ability to address the needs of children and families, both during the past year and over the next three years. More than 80 percent of respondents rated their ability as average or better, both for the past year and for the future. If anything, the results suggest they are optimistic about their capacity in the coming three years, with about 8 percent more respondents reporting their capacity as excellent or good than did so for the past year. (See Table 6-6). These findings were consistent across regions and city size.

TABLE 6-6. Municipal Government's Ability to Address Needs

Rating	During Past Year	During Next Three Years
	%	%
Excellent	5.1	7.3
Good	41.3	47.5
Average	37.6	30.4
Fair	12.8	12.0
Poor	3.1	2.7

APPENDIX

Cities that responded by size and region

Northeast Region, Cities under 50,000

Ansonia	CT	Asbury Park	NJ	Watervliet	NY
Avon	CT	Bellmawr	NJ	White Plains	NY
Bloomfield	CT	Denville	NJ	Aliquippa	PA
East Lyme	CT	East Windsor	NJ	Bethel Park	PA
Groton	CT	Glen Rock	NJ	Bloomsburg	PA
Groton City	CT	Howell	NJ	Carlisle	PA
Mansfield	CT	Jefferson Township	NJ	Castle Shannon	PA
Middletown	CT	North Arlington	NJ	East Norriton	PA
Montville	CT	Ocean	NJ	Haverford Township	PA
North Haven	CT	Randolph	NJ	Munhall	PA
Ridgefield	CT	Red Bank	NJ	North Huntingdon Township	PA
Shelton	CT	Ridgefield Park	NJ	Oil City	PA
Simsbury	CT	Ringwood	NJ	Sunbury	PA
Vernon	CT	Cohoes	NY	York	PA
Waterford	CT	Ithaca	NY	Cayey	PR
Wolcott	CT	Jamestown	NY	Fajardo	PR
Bangor	ME	Lockport	NY	Isabela	PR
Amherst	MA	Mamaroneck	NY	Coventry	RI
Bedford	MA	Massapequa Park	NY	East Greenwich	RI
Greenfield	MA	North Tonawanda	NY	Lincoln	RI
Holbrook	MA	Ogdensburg	NY	Newport	RI
Ipswich	MA	Olean	NY	North Kingstown	RI
Longmeadow	MA	Oswego	NY	Burlington	VT
Needham	MA	Saratoga Springs	NY		
Palmer	MA	Scarsdale	NY		
Revere	MA	Spring Valley	NY		
Keene	NH	Tarrytown	NY		

South Region, Cities under 50,000

Albertville	AL	Bowling Green	KY	Spartanburg	SC
Daphne	AL	Hopkinsville	KY	Athens	TN
Decatur	AL	Jeffersontown	KY	Bristol	TN
Hartselle	AL	Murray	KY	Dyersburg	TN
Madison	AL	Abbeville	LA	Lebanon	TN
Mountain Brook	AL	Bastrop	LA	Murfreesboro	TN
Opelika	AL	Hammond	LA	Smyrna	TN
Scottsboro	AL	Morgan City	LA	Bedford	TX
Sylacauga	AL	New Iberia	LA	Brownwood	TX
Arkadelphia	AR	Opelousas	LA	Burkburnett	TX
Bentonville	AR	Thibodaux	LA	Cleburne	TX
Fayetteville	AR	Bowie	MD	Coppell	TX
Forrest City	AR	College Park	MD	Corsicana	TX
Sherwood	AR	Cumberland	MD	Duncanville	TX
Texarkana	AR	Frederick	MD	Eagle Pass	TX
Dover	DE	Gaithersburg	MD	Farmers Branch	TX
Davie	FL	Greenbelt	MD	Friendswood	TX
Delray Beach	FL	Hyattsville	MD	Georgetown	TX
Dunedin	FL	Salisbury	MD	Grapevine	TX
Fort Myers	FL	Biloxi	MS	Greenville	TX
Fort Pierce	FL	Gulfport	MS	Groves	TX
Fort Walton Beach	FL	Hattiesburg	MS	Huntsville	TX
Hallandale	FL	Pascagoula	MS	Hurst	TX
Jacksonville Beach	FL	Pearl	MS	La Marque	TX
Lake Worth	FL	Picayune	MS	La Porte	TX
Lauderdale Lakes	FL	Starkville	MS	Lufkin	TX
Lauderhill	FL	Carrboro	NC	Plainview	TX
Leesburg	FL	Greenville	NC	Portland	TX
Miramar	FL	Henderson	NC	Rosenberg	TX
North Lauderdale	FL	Kinston	NC	San Marcos	TX
Oakland Park	FL	Lumberton	NC	Sherman	TX
Opa-locka	FL	New Bern	NC	Temple	TX
Palm Beach Gardens	FL	Statesville	NC	The Colony	TX
Pinellas Park	FL	Thomasville	NC	Universal City	TX
Port Orange	FL	Altus	OK	Charlottesville	VA
Safety Harbor	FL	Bartlesville	OK	Colonial Heights	VA
St. Cloud	FL	Chickasha	OK	Hopewell	VA
Tamarac	FL	El Reno	OK	Staunton	VA
Venice	FL	Guthrie	OK	Beckley	WV
Winter Park	FL	Shawnee	OK	Bluefield	WV
Augusta	GA	The Village	OK	Vienna	WV
Bainbridge	GA	Weatherford	OK		
Carrollton	GA	Yukon	OK		
College Park	GA	Florence	SC		
Decatur	GA	Goose Creek	SC		
Dublin	GA	Hilton Head Island	SC		
Gainesville	GA	Myrtle Beach	SC		
Marietta	GA	North Augusta	SC		
Warner Robins	GA	Rock Hill	SC		

Midwest Region, Cities under 50,000

Bellwood	IL	Cedar Falls	IA	Liberty	MO
Bensenville	IL	Clinton	IA	O'Fallon	MO
Bloomingdale	IL	Fort Madison	IA	University City	MO
Bolingbrook	IL	Marshalltown	IA	Grand Island	NE
Canton	IL	Muscatine	IA	Hastings	NE
Carbondale	IL	Newton	IA	Kearney	NE
Centralia	IL	Ottumwa	IA	North Platte	NE
Chicago Ridge	IL	Great Bend	KS	Grand Forks	ND
Dolton	IL	Hays	KS	Avon Lake	OH
East St. Louis	IL	Junction City	KS	Beavercreek	OH
Effingham	IL	Leawood	KS	Blue Ash	OH
Evergreen Park	IL	Lenexa	KS	Bowling Green	OH
Fairview Heights	IL	Manhattan	KS	Broadview Heights	OH
Franklin Park	IL	Salina	KS	Brook Park	OH
Freeport	IL	Winfield	KS	Brooklyn	OH
Galesburg	IL	Allen Park	MI	Chillicothe	OH
Hanover Park	IL	Birmingham	MI	Dublin	OH
Hazel Crest	IL	Farmington	MI	East Cleveland	OH
Herrin	IL	Fraser	MI	Eastlake	OH
Hoffman Estates	IL	Grandville	MI	Fostoria	OH
Lansing	IL	Grosse Pointe Woods	MI	Fremont	OH
Lincoln	IL	Harper Woods	MI	Gahanna	OH
Lisle	IL	Holland	MI	Garfield Heights	OH
Macomb	IL	Melvindale	MI	Kent	OH
Matteson	IL	Monroe	MI	Lancaster	OH
Morton Grove	IL	Mount Clemens	MI	Miamisburg	OH
Niles	IL	Muskegon	MI	Norwood	OH
Normal	IL	Muskegon Heights	MI	Reading	OH
Northbrook	IL	Norton Shores	MI	Reynoldsburg	OH
Oak Forest	IL	Southgate	MI	Sharonville	OH
Park Forest	IL	Traverse City	MI	South Euclid	OH
Prospect Heights	IL	Trenton	MI	Tallmadge	OH
Roselle	IL	Wayne	MI	Tiffin	OH
Schiller Park	IL	Woodhaven	MI	University Heights	OH
South Holland	IL	Albert Lea	MN	Vandalia	OH
Streamwood	IL	Brooklyn Center	MN	Washington	OH
Wilmette	IL	Champlin	MN	West Carrollton	OH
Wood Dale	IL	Columbia Heights	MN	Whitehall	OH
Woodridge	IL	Eden Prairie	MN	Willowick	OH
Woodstock	IL	Mankato	MN	Pierre	SD
East Chicago	IN	Minnetonka	MN	Allouez	WI
Franklin	IN	Moorhead	MN	Cudahy	WI
Goshen	IN	Mounds View	MN	De Pere	WI
La Porte	IN	New Brighton	MN	Germantown	WI
Lafayette	IN	New Ulm	MN	Greendale	WI
Lebanon	IN	Robbinsdale	MN	Greenfield	WI
Logansport	IN	Berkeley	MO	Menasha	WI
Portage	IN	Farmington	MO	Neenah	WI
Speedway	IN	Ferguson	MO	New Berlin	WI
Vincennes	IN	Grandview	MO	Stevens Point	WI
Wabash	IN	Hazelwood	MO	Sun Prairie	WI
Ames	IA	Jennings	MO	Superior	WI
Bettendorf	IA	Kirksville	MO	Wisconsin Rapids	WI
Boone	IA	Kirkwood	MO		

West Region, Cities under 50,000

Juneau	AK	Roseville	CA	Farmington	NM
Avondale	AZ	San Marcos	CA	Gallup	NM
Bullhead City	AZ	San Rafael	CA	Rio Rancho	NM
Flagstaff	AZ	Sanger	CA	Roswell	NM
Gilbert	AZ	Santa Cruz	CA	Grants Pass	OR
Paradise Valley	AZ	Santa Fe Springs	CA	Lake Oswego	OR
Sierra Vista	AZ	Seaside	CA	Medford	OR
Albany	CA	Sierra Madre	CA	Milwaukie	OR
Arcadia	CA	Tulare	CA	Newberg	OR
Atascadero	CA	West Hollywood	CA	Tigard	OR
Banning	CA	Windsor	CA	Logan	UT
Brea	CA	Yuba City	CA	Murray	UT
Burlingame	CA	Broomfield	CO	Springville	UT
Campbell	CA	Canon City	CO	Burien	WA
Claremont	CA	Commerce City	CO	Des Moines	WA
Davis	CA	Englewood	CO	Kelso	WA
Gardena	CA	Littleton	CO	Kent	WA
Hollister	CA	Loveland	CO	Olympia	WA
La Palma	CA	Northglenn	CO	Redmond	WA
La Quinta	CA	Nampa	ID	Richland	WA
Lomita	CA	Pocatello	ID	Tukwila	WA
Lompoc	CA	Butte-Silver Bow	MT	Vancouver	WA
Los Alamitos	CA	Havre	MT	Casper	WY
Marina	CA	Kalispell	MT	Evanston	WY
Menlo Park	CA	Missoula	MT	Gillette	WY
Novato	CA	North Las Vegas	NV	Green River	WY
Palm Desert	CA	Alamogordo	NM	Laramie	WY
Placentia	CA	Artesia	NM	Sheridan	WY
Rohnert Park	CA	Carlsbad	NM		

Number of cities under 50,000 = 463

Northeast Region, 50,000-99,999

Danbury	CT	Lynn	MA	Vineland	NJ
East Hartford	CT	Somerville	MA	Mount Vernon	NY
Manchester	CT	Weymouth	MA	Schenectady	NY
New Britain	CT	Manchester	NH	Utica	NY
Norwalk	CT	Nashua	NH	Harrisburg	PA
West Hartford	CT	Bayonne	NJ	Lancaster	PA
West Haven	CT	Clifton	NJ	Aguadilla	PR
Portland	ME	East Orange	NJ	Guaynabo	PR
Brookline	MA	Hamilton	NJ	Toa Baja	PR
Cambridge	MA	Passaic	NJ	Warwick	RI
Haverhill	MA	Trenton	NJ		

South Region, 50,000-99,999

Dothan	AL	West Palm Beach	FL	College Station	TX
Fort Smith	AR	Albany	GA	Denton	TX
North Little Rock	AR	Owensboro	KY	Killeen	TX
Wilmington	DE	Lake Charles	LA	Longview	TX
Boca Raton	FL	Concord	NC	McAllen	TX
Clearwater	FL	Gastonia	NC	Midland	TX
Daytona Beach	FL	Midwest City	OK	Odessa	TX
Gainesville	FL	Charleston	SC	Port Arthur	TX
Inverness	FL	Columbia	SC	Roanoke	VA
Melbourne	FL	North Charleston	SC	Suffolk	VA
Miami Beach	FL	Baytown	TX	Huntington	WV
Pembroke Pines	FL	Brownsville	TX		
Port St. Lucie	FL	Carrollton	TX		

Midwest Region, 50,000-99,999

Arlington Heights	IL	Sioux City	IA	Duluth*	MN
Aurora	IL	Waterloo	IA	St. Charles	MO
Bloomington	IL	Olathe	KS	St. Joseph	MO
Cicero	IL	Dearborn	MI	Fargo	ND
Des Plaines	IL	Dearborn Heights	MI	Elyria	OH
Evanston	IL	Farmington Hills	MI	Euclid	OH
Joliet	IL	Pontiac	MI	Lakewood	OH
Naperville	IL	Roseville	MI	Mansfield	OH
Oak Lawn	IL	Southfield	MI	Youngstown	OH
Schaumburg	IL	Troy	MI	Rapid City	SD
Skokie	IL	Bloomington	MN	Appleton	WI
Anderson	IN	Brooklyn Park	MN	Racine	WI
Bloomington	IN	Burnsville	MN		
Dubuque	IA	Coon Rapids	MN		

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West Region, 50,000-99,999

Chandler	AZ	Mountain View	CA	Whittier	CA
Peoria	AZ	Napa	CA	Arvada	CO
Yuma	AZ	Norwalk	CA	Boulder	CO
Alhambra	CA	Pleasanton	CA	Greeley	CO
Antioch	CA	Redding	CA	Longmont	CO
Carson	CA	Redwood City	CA	Thornton	CO
Chino	CA	Rialto	CA	Westminster	CO
Costa Mesa	CA	Richmond	CA	Billings	MT
Daly City	CA	Rosemead	CA	Henderson	NV
Fairfield	CA	San Buenaventura	CA	Santa Fe	NM
Fontana	CA	San Leandro	CA	Ogden	UT
Fountain Valley	CA	San Mateo	CA	Sandy City	UT
Hesperia	CA	Santa Barbara	CA	West Valley City	UT
La Mesa	CA	Santa Clara	CA	Bellevue	WA
Livermore	CA	Santa Monica	CA	Bellingham	WA
Lodi	CA	South Gate	CA	Everett	WA
Merced	CA	Visalia	CA	Federal Way	WA
Mission Viejo	CA	Vista	CA	Cheyenne	WY
Montebello	CA	West Covina	CA		

Number of cities, 50,000-99,999 = 165

Northeast Region, 100,000-299,999

Hartford	CT	Paterson	NJ	Erie	PA
New Haven	CT	Albany	NY	Bayamon	PR
Stamford	CT	Rochester	NY		
Newark	NJ	Syracuse	NY		

South Region, 100,000-299,000

Birmingham	AL	Louisville	KY	Pasadena	TX
Huntsville	AL	Shreveport	LA	Plano	TX
Mobile	AL	Jackson	MS	Waco	TX
Little Rock	AR	Greensboro	NC	Alexandria	VA
Hialeah	FL	Raleigh	NC	Arlington	VA
Orlando	FL	Winston-Salem	NC	Chesapeake	VA
St. Petersburg	FL	Abilene	TX	Hampton	VA
Tallahassee	FL	Arlington	TX	Newport News	VA
Tampa	FL	Corpus Christi	TX	Norfolk	VA
Columbus	GA	Garland	TX	Portsmouth	VA
Macon	GA	Irving	TX	Richmond	VA
Savannah	GA	Lubbock	TX		
Lexington	KY	Mesquite	TX		

Midwest Region, 100,000-299,000

Rockford	IL	Ann Arbor	MI	Springfield	MO
Fort Wayne	IN	Grand Rapids	MI	Lincoln	NE
Gary	IN	Lansing	MI	Akron	OH
South Bend	IN	Livonia	MI	Dayton	OH
Des Moines	IA	Sterling Heights	MI	Sioux Falls	SD
Kansas City	KS	Warren	MI	Madison	WI
Overland Park	KS	St. Paul	MN		
Topeka	KS	Independence	MO		

West Region, 100,000-299,000

Anchorage	AK	Huntington Beach	CA	Stockton	CA
Mesa	AZ	Inglewood	CA	Sunnyvale	CA
Scottsdale	AZ	Irvine	CA	Thousand Oaks	CA
Tempe	AZ	Modesto	CA	Torrance	CA
Anaheim	CA	Moreno Valley	CA	Vallejo	CA
Berkeley	CA	Oceanside	CA	Colorado Springs	CO
Chula Vista	CA	Pasadena	CA	Lakewood	CO
Concord	CA	Pomona	CA	Las Vegas	NV
El Monte	CA	Riverside	CA	Reno	NV
Escondido	CA	Salinas	CA	Eugene	OR
Fremont	CA	San Bernadino	CA	Salem	OR
Fullerton	CA	Santa Ana	CA	Salt Lake City	UT
Glendale	CA	Santa Clarita	CA	Spokane	WA
Hayward	CA	Santa Rosa	CA	Tacoma	WA

Number of cities, 100,000-299,999 = 111

Northeast Region, Cities greater than 300,000

Boston	MA	Philadelphia	PA	San Juan	PR
Buffalo	NY	Pittsburgh	PA		

South Region, Cities greater than 300,000

Washington	DC	Oklahoma City	OK	Houston	TX
Jacksonville	FL	Tulsa	OK	San Antonio	TX
Metropolitan		Austin	TX	Fairfax	VA
Dade County	FL	Dallas	TX	Virginia Beach	VA
Atlanta	GA	El Paso	TX		
Baltimore	MD	Fort Worth	TX		

Midwest Region, Cities greater than 300,000

Chicago	IL	Minneapolis	MN	Cleveland	OH
Wichita	KS	St. Louis	MO	Columbus	OH
Detroit	MI	Omaha	NE	Toledo	OH

West Region, Cities greater than 300,000

Phoenix	AZ	San Diego	CA	Honolulu	HI
Tucson	AZ	San Francisco	CA	Albuquerque	NM
Long Beach	CA	San Jose	CA	Portland	OR
Los Angeles	CA	Denver	CO	Seattle	WA

Number of cities greater than 300,000 = 41

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About the Authors

Judith Meyers is an independent consultant. The focus of her work is on improving outcomes for children and families through reforming the organization, financing, and delivery of services at the state and local levels. In addition to her work with NLC, she is a senior consultant with the Center for the Study of Social Policy, Washington, D.C. and with the National Technical Assistance Center for Children's Mental Health at Georgetown University.

She was a Senior Associate at the Annie E. Casey Foundation from 1992-1994. Prior to that she served as Administrator of the Division of Adult, Children, and Family Services for the State of Iowa.

She has a doctorate in clinical psychology from the University of Colorado and completed postdoctoral fellowships in psychology and in mental health research and evaluation at Yale University. From 1982-83, she was an American Association for the Advancement of Science (AAAS) Congressional Science Fellow, working in the U.S. House of Representatives. She has held faculty appointments in the Department of Psychiatry at Yale University and in psychology at the University of Michigan and the University of New Hampshire.

John E. Kyle has served as the Program Director for Children & Families in Cities at the National League of Cities since 1987. He develops and implements activities to encourage, enable, and mobilize municipal officials and community leaders in meeting the needs of children and families and in linking their success with the success of communities. Under his leadership, NLC carries out research, surveys, workshops, conferences, and technical assistance and has published nine books for local officials.

Previously, he served for over three years as the Director of the Governor's Office for Children and Youth in Maryland, where he introduced the first comprehensive statewide report on the status of Maryland's children. From 1979-83, he was a Policy Associate at

the High/Scope Educational Research Foundation in Ypsilanti, Mich., where he created policy and program opportunities for the research findings of the Perry Preschool study on the benefits of high quality early childhood education.

From 1971-79, he was a founder and manager of the Turtle Creek Valley Day Care Project near Pittsburgh, Penn. which served 200 children in four centers and 35 family day care homes, and from 1967-71, he taught kindergarten at the Point Park College Laboratory School in Pittsburgh.

Mr. Kyle has a B.A. degree in child study (1967) from Tufts University in Medford, Mass. and an M.Ed. degree emphasizing early childhood education (1979) from the University of Pittsburgh (Penn.).

About the NLC Children and Families in Cities Program

The National League of Cities (NLC) has an ongoing commitment to youth, education, and families. From its inception in 1986, the Children & Families in Cities Program, based in NLC's Center for Research and Program Development, has been a major resource to cities and towns by assisting them in improving conditions for children and families through research, training, policy and program analysis, and the development and implementation of community-based action plans.

The 1992 NLC Futures Report, *Families & Communities*, paved the way for shifting into a realistic mode of thinking about how families and communities strengthen each other. It calls for a shift from seeing them in isolation to seeing them as part of the way communities function, from focusing on a deficit model aimed only at some families to focusing on a capacity model that builds on the strengths of each and every family. The report identifies several specific shifts that are imperative if cities and towns are to rally around effective measures to strengthen families and communities, represented in the chart below.

Shifts in Strategies to Strengthen Families

Strategies that are failing families		Strategies that increase likelihood of family success
(Deficit Model)	>——>——>——>——>	(Capacity Model)
View families in isolation		See family and community as interdependent
Define family solely by structure		Define family primarily by function

Shifts in Strategies to Strengthen Families (cont.)

Respond only to crises	Involve entire community in prevention aspire to achieve positive outcomes
View municipal role narrowly	Expand view of local government as service provider to include "community builder"
Shoulder the responsibility alone	Collaborate with media, organizations, and all government levels
Emphasize individualism	Balance individual rights with obligations to family and community

The program works on cross-cutting topics such as education, re-building neighborhoods, local governance in support of families, and planning for community development and family success. Key program elements include (1) the Action for Building Communities Process, an interactive problem-solving/technical assistance process for individual city teams; (2) nine publications; (3) workshops, primarily at NLC national and state league conferences; (4) research and policy analysis; and (5) the "Your City's Families" National Conference for community teams.

The program has developed a highly successful, interactive problem-solving/technical assistance process for teams from individual cities and towns. This three-phase process, known as the Action for Building Communities or ABC Process, involves (1) the establishment of teams by each of 5-7 cities which then conduct goal setting activities around a particular issue; (2) the bringing together of the teams for problem-solving roundtable discussions which enable them to share with each other and to receive help in developing action plans that they will use when they return home; and (3) follow-through monitoring and technical assistance during implementation.

About The National League of Cities

The National League of Cities was established in 1924 by and for reform-minded state municipal leagues. It now represents 49 leagues and more than 1,400 cities directly and, through the membership of the state municipal leagues, more than 17,000 cities indirectly.

NLC serves as an advocate for its members in Washington in the legislative, administrative, and judicial processes that affect them; develops and pursues a national urban policy that meets the present and future needs of our nation's cities and the people who live in them; offers training, technical assistance and information to municipal officials to help them improve the quality of local government in our urban nation; and undertakes research and analysis on topics and issues of importance to the nation's cities.

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